

City of Gilroy

General Plan Registration Number

Number: 81

The City of Gilroy will periodically publish updated information for this plan. Notification of any updated information will be provided or mailed to persons having registered plans. The registration number of this plan was recorded by City staff as it was distributed to you. In the future, a fee may be charged to cover the cost of printing any updates.

It is recommended that you notify the City of Gilroy Community Development Department - Planning Division of any change in mailing address to guarantee timely receipt of future update notifications.

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

SEP 22 1997

UNIVERSITY OF CALIFORNIA



GENERAL PLAN

GILROY, CALIFORNIA

Adopted by the Gilroy City Council, November 5, 1979.
Resolution Number 79-87.

Amended by the Gilroy City Council, May 3, 1982.
Resolution Number 82-75.

Amended by the Gilroy City Council, December 16, 1985.
Resolution Number 85-7.

Amended by the Gilroy City Council, April 21, 1986.
Resolution Number 86-22.

Amended by the Gilroy City Council, September 6, 1988.
Resolution Number 88-56.

Amended by the Gilroy City Council, July 16, 1990.
Resolution Number 90-42.

Amended by the Gilroy City Council, November 5, 1990.
Resolution Number 90-75.

Amended by the Gilroy City Council, January 21, 1992.
Resolution Number 92-6.

Amended by the Gilroy City Council, August 3, 1992.
Resolution Number 92-68.

Amended by the Gilroy City Council, March 15, 1993.
Resolution Number 93-12.

Amended by the Gilroy City Council, June 27, 1994.
Resolution Number 94-55.

Amended by the Gilroy City Council, June 3, 1996.
Resolution Number 96-37.

INSTITUTE OF GOVERNMENTAL
STUDIES LIBRARY

SEP 22 1997

UNIVERSITY OF CALIFORNIA



Digitized by the Internet Archive
in 2025

<https://archive.org/details/C124919412>

TABLE OF CONTENTS

	<u>Page</u>
I	INTRODUCTION..... I-1
	WHAT IS THE GENERAL PLAN?..... I-1
	GENERAL PLAN MAP LAND USE CATEGORIES..... I-2
	RESIDENTIAL..... I-2
	COMMERCIAL..... I-2
	INDUSTRIAL..... I-2
	OTHER DESIGNATIONS I-2
	UPDATING AND AMENDING THE <u>GENERAL PLAN</u> I-3
	ORGANIZATION OF THIS REPORT..... I-4
II	URBAN DEVELOPMENT AND COMMUNITY DESIGN..... II-1
	POLICIES..... II-2
	URBAN GROWTH AND DEVELOPMENT..... II-2
	COMMUNITY DESIGN AND APPEARANCE..... II-3
	COMMUNITY DESIGN AND ENERGY..... II-4
	GENERAL PLAN MAP..... II-5
	IMPLEMENTATION..... II-5
	URBAN GROWTH AND DEVELOPMENT..... II-5
	COMMUNITY DESIGN AND APPEARANCE..... II-6
	COMMUNITY DESIGN AND ENERGY..... II-9
III	NATURAL ENVIRONMENT..... III-1
	POLICIES..... III-1
	CONSERVATION AND OPEN SPACE..... III-1
	PUBLIC SAFETY AND SEISMIC SAFETY..... III-3
	NOISE..... III-5
	AGRICULTURE..... III-7
	GENERAL PLAN MAP..... III-7
	IMPLEMENTATION..... III-8
	CONSERVATION AND OPEN SPACE..... III-8
	PUBLIC SAFETY AND SEISMIC SAFETY..... III-10
	NOISE..... III-11
	AGRICULTURE..... III-11
IV	RESIDENTIAL ENVIRONMENT..... IV-1
	POLICIES..... IV-1
	GENERAL PLAN MAP..... IV-3
	IMPLEMENTATION..... IV-5
V	ECONOMIC DEVELOPMENT..... V-1
	POLICIES..... V-1
	INDUSTRIAL..... V-1
	COMMERCIAL..... V-2
	DOWNTOWN..... V-3

(Continued)

	GENERAL PLAN MAP.....	V-4
	IMPLEMENTATION.....	V-6
	INDUSTRIAL.....	V-6
	COMMERCIAL.....	V-7
	DOWNTOWN.....	V-7
VI	PUBLIC SERVICES AND FACILITIES.....	VI-1
	TRANSPORTATION/CIRCULATION GOALS.....	VI-2
	POLICIES.....	VI-3
	PARKS AND RECREATION.....	VI-3
	SCHOOLS.....	VI-5
	SANITARY SEWERAGE FACILITIES.....	VI-6
	WATER FACILITIES.....	VI-6
	TRANSPORTATION/CIRCULATION.....	VI-7
	GENERAL PLAN MAP.....	VI-10
	IMPLEMENTATION.....	VI-12

FIGURES

Figure 1:	General Plan Map (separate sheet inside binder cover)	
Figure 2:	Relationship Between Dwelling Unit Density, Average Lot Size and Residential Land Use Categories	IV-3
Figure I:	Circulation Element - Proposed New Streets and Highways and Interchange Improvements	Appendix I-14
Figure II:	Circulation Element - General Plan Roadway System	Appendix I-18
Figure III:	Circulation Element - Bikeways	Appendix I-21

TABLES

Table 1:	Permissible Maximum Outdoor Noise Levels	III-6
Table 2:	Permissible Maximum Indoor Noise Levels	III-6

APPENDICES

Appendix A:	Index to Components of Mandated and Optional Elements	A-1
-------------	--	-----

(Continued)

Appendix B:	Special Plan Areas	B-1
Appendix C:	Levels of Acceptable Risk and Damage to Kind of Facility and Occupancy	C-1
Appendix D:	Neighborhood and Community Park Standards	D-1
Appendix E:	Scenic Features	E-1
Appendix F:	<u>General Plan</u> Amendment Policy	F-1
Appendix G:	<u>General Plan</u> Designations and Corresponding Zoning	G-1
Appendix H:	Housing Element - Housing Policies and Programs	H-1
Appendix I:	<u>General Plan</u> Circulation and Air Quality Element	I-1
Appendix J:	The South County Joint Area Plan	J-1

PARTICIPANTS IN THE PROGRAM

GILROY CITY COUNCIL

Sharon Albert
William Childers
Brian Cunningham
Don Gage
K.A. Mike Gilroy
Norman Goodrich, dec.
Leonard Hale
Roberta Hughan
Paul Kloecker
Marion Link, dec.
Charles Morales
Larry Mussallem
Sara Nelson
Dan Palmerlee
Jack Pate
Connie Rogers
Suellen Rowilson
Thomas Springer
David Stout, dec.
Robert Taylor
Pete Valdez

GILROY PLANNING COMMISSION

Guadalupe Arellano	Richard Harrison	Charles Quartirolì
John Bellis	Fernando Huerta	Frank Romero
Patricia Bentson	Mark Kennedy	Connie Rogers
Marie Blankley	Kai Lai	Gene Sakahara
Mike Brem	Dan Mello	Lupe Sanchez
Phil Buchanan	Hy Miller, dec.	Dale Springer
David Collier	Dan Palmerlee	Glenn Suyeyasu
Ken Cooper	Jess Parades, dec.	Thomas Taricco
Edith Edde	Al Pinheiro	Dyan Tinsley
Leonard Hale	Ermelindo Puente	

GILROY CITY STAFF

Jay Baksa, City Administrator
Norman S. Allen, Director of Community Development
William C. Faus, Planning Services Manager
Melissa Durkin, Planner II
Bryan Stice, Planner I
Patricia Bentson, Administrative Secretary
Roberta Kyle, Planning Clerk-Typist II

1978-79 GENERAL PLAN REVISION PROGRAM

Urban and Environmental Planning Consultants
Douglas H.S. Duncan, Partner-in-charge, Duncan & Jones
Darlene Harper Bierig, Project Manager

CITIZENS ADVISORY COMMITTEE (1978-1979)

George Lawton, Chair	Edith Edde	Vince Maloney
Elaine Long, Vice Chair	Joseph Filice	Larry Mussallem
Sharon Albert	Dorothy Gutterman, dec.	Judy Oshan (Gelwicks)
Pat Barrett	Bernie Habing	Wanda Reed
Ernest Bellezza	Richard Harrison	Vivian Risk
Bobby Bendel	George Hay	Jaime Rosso
Jean Beno	Jo Hockenbeamer, dec.	Tom Ruiz
Sam Bozzo	Roberta Hughan	Dale Springer
Phil Buchanan	Robert Infelise	Dan Sylvester
Everett Burchell	Darrel Kelly	Tom Taricco
Tom Burns	Don Kludt	Chino Vasquez, dec.
Connie Caton	Tom Kruse	Loretta Ventura
Sally Connell	Joseph Lugo	Gloria Youngwerth
		Linda Zukowski

CITIZENS ADVISORY COMMITTEE (1979-1980)

Dale Springer, Chairman	Mary Carol Hansen	Robert Infelise
Dorrie Adams	Joan Harrison	Dan Palmerlee
Tim Filice	Roberta Hughan	Dale Stephenson, dec.
		William Reimal

THIS PAGE INTENTIONALLY LEFT BLANK

I. INTRODUCTION

This General Plan, consisting of a general plan text and accompanying general plan map, was produced during the Gilroy General Plan Revision Program. The General Plan was formally adopted by the Gilroy City Council on November 5, 1979, following public hearings held by both the Planning Commission and City Council.

WHAT IS THE GENERAL PLAN?

This General Plan is a composite of many policies, programs and intended actions to govern the future physical development of the City of Gilroy and the surrounding Planning Area. The policies are designed to preserve and enhance existing development, and to provide for orderly and appropriate new development to meet the needs of the area over the next twenty-one years. Although the plan covers the period from the present to 2000, the emphasis is upon actions which should be taken in the more immediate future. Accompanying the sets of policies and implementation recommendations included in this report is a General Plan map (Figure 1, separate sheet).

Several criteria have been applied in the preparation of this General Plan that serve to distinguish it from many other general plans. First, it has been recognized that to be effective the plan should be prepared in a form which readily permits supplementation and amendment. It is hoped that the looseleaf format, and the presentation on a chapter by chapter basis will serve this purpose, and avoid the monolithic character of many general plans. Second, to enable the Plan text to be capable of adoption and execution as a legislative document to the greatest extent possible, it has been purged of narrative text, is concise, and addresses only the goals and policies to be followed and the implementation efforts these imply or require. Third, to a great extent the policies have been formulated from the standpoint of what is achievable and feasible, now or in the relatively short-term future. While this may diminish the visionary or utopian character of the Plan to some extent, it is increasingly less acceptable to set planning objectives or policies which are not implementable from a practical standpoint or which have only a decorative purpose. In some instances, the expression of the policies has involved difficult trade-offs between conflicting purposes or values. The results are not likely to please everyone, and, in some cases, represent the apparently most desirable of several less than satisfactory alternatives.

GENERAL PLAN MAP LAND USE CATEGORIES

The General Plan map is expressed in terms of four major categories of land use designations, and indicates appropriate areas for each of them. The general patterns of land uses outlined in the General Plan map should provide, upon adoption, the basis on which zoning districts should be established, although zoning ordinances contain more specific development requirements and standards than General Plan land use designations and policies. A discussion of the major characteristics of each of the General Plan land

use categories is included in each chapter of this General Plan report, under the section describing the map provisions. The land use categories on the General Plan map area are as follows:

RESIDENTIAL

Rural Residential (a minimum lot size of 2.5 acres)
Hillside Residential (density set by the Residential Hillside Zoning District)
Low Density Residential (a maximum of 7.25 DUs/net¹ acre)
Medium Density Residential (7.26 to 16 DUs/net acre)
High Density Residential (16.1 to 30 DUs/net acre)

COMMERCIAL

Professional Office

General Commercial

Local, Small/Scale
Central Business District
Services

Visitor Serving

INDUSTRIAL

Industrial Park

General Industrial

OTHER DESIGNATIONS

Park/Public Facility

Open Space (Natural resource or hazards)

Special Plan Areas

It is important to bear in mind that the General Plan map cannot reflect the quality and character desired in a particular land use category in a specific location except in very general terms. The General Plan map indicates the predominant use of land recommended

¹ Net acreage includes all areas devoted exclusively to residential purposes, and excludes streets, highways and all other public rights-of-way.

in each area, and does not preclude minor deviations from the overall pattern. It does not reflect every institutional, religious, commercial, single- or multi-family residential use that may exist in areas designated for other uses, nor should it be interpreted as recommending or requiring their removal. Also, the boundaries of areas designated for a particular use or density should not be viewed as final or inflexible. There is no intention to single out one lot as opposed to another next to it for a specific use.

The original land use designations on the General Plan map were based upon the assumption that the City of Gilroy's population will increase by 7,000 people between 1979 and 1985 and by 13,500 people between 1986 and 2000 (See Sketch General Plan, pp. 4, 13, 14).¹ In addition, significantly more land has been designated than these population projections demand, to allow for sufficient choice in locating new development and to prevent increases in the cost of land by unduly constraining the supply of land. Inasmuch as the ultimate urban use of the entire Planning Area is designated on the General Plan map, development is phased on the Plan display map in order to prevent haphazard development from occurring throughout the Planning Area. The phasing plan is discussed in more detail in Chapter II. The Technical Appendix presents a tabulation of the total acres of residential, commercial and industrial use designated in 1979. The extent of vacant acreage in each land use category is also indicated.

UPDATING AND AMENDING THE GENERAL PLAN

There is always a need to update and amend general plans over time. This General Plan is based upon analyses and assumptions concerning social, economic, and physical conditions. This basic information is subject to change and refinement. Each year, the City should review the Plan and, if necessary, update its supporting data in the light of new conditions and information. For example, the Plan is based upon a population increase of 20,500 by 2000. It is possible that this population level will not be achieved by 2000, and the extent of the land area indicated for urban development through 2000 in the Plan could therefore accommodate growth beyond this date. It is also possible that growth could occur faster than the projected rate, and therefore the Plan would have to be re-evaluated to determine the extent and location of additional land which should be designated for development. The results of the 1980, 1985 and 1990 Censuses should be evaluated in this regard, and ongoing monitoring of building permit applications for residential developments should also be carried out.

The General Plan is also based upon physical data which was used to indicate lands suitable for urban development. As projects are undertaken, such as the development of additional flood control channels and the expansion of water or wastewater treatment

¹ Assuming that Gilroy had 22,263 residents in January 1981, as estimated by the State Department of Finance, residential growth of 5½% annually would result in a population of 28,000 in 1985 and of 62,000 residents in the year 2000. (This growth rate is only an historical trend, and does not represent a goal or a limitation.)

facilities, areas which were previously unsuitable for development may become highly suitable for new urban uses. The impact of such public works projects as these should be assessed periodically to determine whether some of the land designations and phasing areas on the General Plan map require re-evaluation.

Proposed changes should always be evaluated in regard to environmental impact and consistency with the balance of the document. The City Council and Planning Commission must hold a public hearing prior to amending the General Plan.

Once the General Plan is amended, the City then revises its Zoning Ordinance to achieve consistency with the Amended General Plan. According to State Law¹, the General Plan cannot be amended more frequently than three times per calendar year, except for residential projects at least 25% of which are available to persons of low or moderate income.

ORGANIZATION OF THIS REPORT

Each of the elements mandated by State Law² are contained in the General Plan although, because of their interrelatedness, the elements are synthesized rather than artificially divided into separate chapters. Appendix A identifies where each component of the mandated elements is located in this text as well as the location of the components of the optional Historic Preservation Element.

The chapters in this document are organized in a form consistent with the major land use categories listed on page I-2. The first chapter following this introduction states the general goals and policies relating to the overall urban development of Gilroy, addressing issues of urban expansion, and including consideration of the character and design both of existing and new development. Following this overall framework are separate chapters which contain policies addressing environmental conditions, residential development, economic uses, and public services and facilities. Each chapter contains a brief discussion of the City's goals, a set of policies derived from these goals, a discussion of how these policies are reflected on the General Plan map, and a list of suggested implementation recommendations. Policies are indicated by bold type number references in the left margin. The numbering of policies and the lettering of implementation recommendations is discrete within each chapter.

The implementation recommendations (identified by bold type letter references in the left margin) contained in the Plan text are a very important portion of this General Plan document, because they indicate the practical and programmatic requirements for carrying out the policies. In this fashion, the immediate and longer term implications of the policies for specific action and programs can be made apparent, and it is hoped that the

¹ Section 65361 of the State Government Code.

² Commencing with Section 65300 of the State Government Code.

consideration given to the policies will thereby be more complete and effective. Implementation activities are likely to involve revisions in zoning and subdivision ordinances, the development of specific plans for peripheral areas, and the preparation of an Industrial Growth Management Ordinance, a Residential Development Ordinance, and the Hillside Development Guidelines.

THIS PAGE INTENTIONALLY LEFT BLANK

II. URBAN DEVELOPMENT AND COMMUNITY DESIGN

Gilroy, situated at the eastern foot of the Santa Cruz mountains and bounded by the Llagas and Uvas Creeks, has a beautiful and unique location. In contrast to the somewhat monotonous urbanized environment of the north county, Gilroy harbors a rural character; a character which has been relinquished to urbanization in many other California cities. Historic buildings dating back to the mid-1800's are scattered throughout the Planning Area along with archaeological remnants of Gilroy's past.

The City, as it now exists, gives a sense of abundant open space due mainly to the wide, tree-lined streets in the older sections, the large areas of undeveloped land surrounding the newer sections of town, and Gilroy's pristine mountainous backdrop. If the standard type of subdivision remains the conventional form of development in Gilroy and if development is not restricted in some areas, the existing amenities of openness which contribute to Gilroy's rural character may be destroyed.

The overall goal expressed in this chapter is to preserve the quality of life and the semi-rural character of Gilroy and to foster beautification of the Planning Area by controlling the extent and form of new development. The policies contained in this chapter and the recommended actions for their implementation further these goals by addressing the location of new development, the kind of development pattern which is most desirable for Gilroy and the overall future design and appearance of the community. Many of the policies relating to urban growth are based upon the natural environmental features of the Planning Area, and the suitability of the land for urban and non-urban uses, as discussed in Chapter III; the remainder of the policies express apparent and stated local preferences as to what kind of community Gilroy should be.

POLICIES**URBAN GROWTH AND DEVELOPMENT**

1. A balanced community with an equal proportion of jobs and housing and with an adequacy of local shopping and services is desired and will be actively pursued. Once achieved, the City will utilize land use controls to maintain this balance.
2. The designation of areas for new urban development will reflect the physical features and natural characteristics of the undeveloped portions of the Planning Area:
 - a) Hazardous areas, such as flood-prone areas and earthquake fault zones, are not suitable for intensive urban development.
 - b) Hillside areas are suitable only for very low-intensity development.

- c) Extensive areas of Class I and II, agricultural land should be retained for agricultural production until the absence of alternative sites requires the conversion of agricultural land to urban uses.
- 3. Urban development will only occur within the incorporated portion of the Planning Area. Land will therefore be annexed to the City before final development approval is given.
- 4. The City will phase development in an orderly, contiguous manner in order to maintain a compact development pattern to avoid premature investment for the extension of public facilities and services. New urban development will occur in areas where municipal services are available and capacity exists prior to the approval of development in areas which would require major new facility expansion.
- 5. The City will establish a phasing plan for guiding future growth in the Planning Area. As of the date of this document, urban development for the next 5 years will occur within the Urban Service Area. Urban development in the 6-20 year period will occur within the "20-year area".

Urban zoning, development approvals and building permits will only be granted to property within the Urban Service Area. The City will not accept development proposals on land outside the Urban Service Area.

Land located outside the Urban Service Area will be considered an "Urban Reserve". Agriculture will be encouraged as an interim use within the Urban Reserve.

- 6. In the context of Gilroy's yearly General Plan review, the City will reevaluate and, if necessary, adjust the Phasing Plan (policy 5) to maintain the 1-5 year and 6-20 year phases. Criteria for changes would be either an inadequate amount of vacant land to accommodate the projected growth, or a shift in geographical pattern, or the type or amount of development.
- 7. Agriculture is a compatible use on land in the unincorporated portions of the Planning Area designated in the General Plan for ultimate development in residential, commercial, institutional, or industrial use.
- 8. The land east of the South Valley Freeway will be restricted to industrial and agricultural use except for commercial developments which draw a clear majority of customers from outside of Gilroy, in accordance with criteria established by the City of Gilroy. The City will encourage the maintenance of agricultural uses in all undeveloped industrially designated areas. [2-93].
- 9. New development will pay all of the incremental public service costs which it generates.

10. At full development, each major neighborhood¹ area should have local recreational facilities and a combination of residential densities except where the natural topography does not permit intensive development.
11. Clustered development will be encouraged as a means of obtaining variety of design and a sense of openness.
12. Gilroy will encourage agriculture and the preservation of open space between Morgan Hill and Gilroy to maintain community integrity.
13. Where a fragmentation of property ownership poses potential difficulties for orderly and efficient layout of streets, lots, and utilities, a Specific Plan or a Master Environmental Impact Report may be required to coordinate the development of the area.

COMMUNITY DESIGN AND APPEARANCE

14. Historic and architecturally significant buildings, archaeologic sites and other landmarks that give residents a tie with the past should be preserved. Private preservation efforts will be encouraged.
15. The old downtown section of Monterey Street serves as the focal point for community identity and enhances the "sense of place" and feeling of historic continuity for residents of Gilroy. Preservation of the downtown will be of the utmost importance whenever changes in use are considered in the Central Gilroy area.
16. Entry points to the City will not be marked merely be a collection of signs; they will be identified by well-designed landscaped entrances with landscaped medians, indicating civic pride and a concern for civic beauty.
17. The City will actively promote the beautification of Gilroy by acquiring easements or development rights for open space, planting street trees and landscaping public rights-of-way.
18. Streets will be lined with trees so they become enjoyable and beautiful spaces rather than merely corridors of traffic.
19. Overhead utility lines and wooden poles should be removed in central areas, and ultimately throughout the City, and undergrounding of utilities will be required in all new developments.

¹ A neighborhood is defined as a geographic unit of approximately 3,000 to 5,000 people residing in an area with some topographic and developmental similarities.

20. Signs and billboards will be strictly regulated in order to minimize their impact on the visual environment.
21. No signs will be allowed within 1,000 feet of the Santa Teresa Boulevard in the unincorporated portions of the Planning Area, and within 660 feet in incorporated portions except for on-site business identification signs.
22. Hillside development will appear as a compatible rather than as an imposed development scheme by minimizing the amount of grading and topographical alteration it necessitates and by siting structures in the least obtrusive fashion. Clustered development on the hillsides will be encouraged.

COMMUNITY DESIGN AND ENERGY

23. The City will support both public and private efforts which maximize energy conservation and utilization of solar and other renewable sources of energy in order to (a) lessen the effect of potential shortfalls in future energy supplies and rapidly escalating prices, and (b) stimulate the creation of jobs involving energy development and conservation at the local level.
24. The City will encourage buildings, particularly public facilities, to be designed to minimize energy consumption. Examples of energy conservation design include the use of common wall construction, solar water heating systems, convective ventilation systems, windows with double glazing, south-facing windows or attached greenhouses for direct solar heat gain, windows which open, properly sized roof overhangs, interior thermal mass, insulation, and appropriate placement of landscaping.
25. The City will encourage weatherization and solar water heating system retrofitting of existing structures, including rehabilitation of housing units funded through the Housing and Community Development (HCD) program, to conserve non-renewable sources of energy.
26. The City recognizes bicycling as a major transportation mode which can significantly reduce the demand for energy needed for transportation. Bicycling will be actively encouraged as a safe, convenient, and attractive alternative to the automobile by identifying and mitigating disincentives which may exist, such as hot, unshaded streets, dangerous traffic conditions, and physical barriers preventing safe or convenient access.

GENERAL PLAN MAP

Several of the land use classifications and their geographic distribution are reflections of the urban development and community design policies. The Hillside Residential category indicates areas of 10-30% slope which require sensitive development plans in order to protect the integrity of the hillside area. Three Special Plan Areas are shown on the map: two hillside areas to the west and southwest of the urban core, and the rural residential area north of Leavesley Road, east of Route 101. Specific areawide plans for future development will be required in the Special Plan Areas. Each of these areas is characterized by specific environmental, geographic, or topographical attributes which require an integrated rather than haphazard form of development. The implementation section of the chapter and Appendix B provide a detailed description of the Special Plan Areas.

The amount of land within the Planning Area is in excess of what appears to be needed for urbanization through the year 2000. In order to prohibit leap-frog, haphazard development from occurring in the Planning Area, a phasing plan is designated in the General Plan as a basis for achieving a sequential pattern of growth.

Areas designated for urban development are more than adequate to accommodate the projected acreage of additional urban development, as stated in the Introduction. The distribution of the various residential densities is based upon Policy 10, with a resultant mixture of densities in the various neighborhood areas. The General Plan map indicates low density uses in the downtown area between Rosanna and Monterey Streets in order to preserve the area's historical structures and community character.

IMPLEMENTATION

URBAN GROWTH AND DEVELOPMENT

- A. Modify the Zoning Ordinance to achieve consistency with the General Plan. This will require portions of the old downtown core area to be changed to a less intensive residential zoning.
- B. Maintain the Residential Hillside zoning district, and enforce the Hillside Development Guidelines to regulate and provide standards for future development in these areas.
- C. Designate a 5 year Urban Service Area and 20-year Area in accordance with policies 5 and 6. As part of the yearly General Plan Review, evaluate the Phasing Plan to ensure that the one 5-year and six 20-year time phases are maintained. The Planning Commission's and City Council's evaluation of the Phasing Plan during the yearly review would entail the following process:

1. Determine the amount, type and location of development which occurred since the previous evaluation. Determine whether an excess of jobs in relation to availability of housing, or vice versa, a lack in availability of adequate schools or services, or any other special circumstances exist which necessitate a shift in the geographical pattern or the type and amount of development.
2. Calculate the amount of available land in the Urban Service and 20-year Areas.
3. Review the existing 5-year and 20-year development projections. Revise the projections if necessary, based on number 1.
4. Compare the amount of available land (#2) with the projected 5 and 20-year land requirement (#3).
5. Based on this comparison (#4), decide whether to expand, contract, or reinstate the Urban Service and 20-year Areas.
- D. Map all planning actions, such as rezonings and variances, on a large display map. Use this map to pinpoint areas which require special studies and possible amendment on the General Plan map.
- E. Develop Specific Plans or development guidelines and criteria for future development in each of the three Special Plan Areas designated on the General Plan map. Each of these areas is characterized by specific environmental, geographic, or topographical attributes which cause an integrated development plan to be desirable in the area. Refer to Appendix B for a detailed discussion of each of the three Special Plan Areas.
- F. Require either a Specific Plan or a Master Environmental Impact Report be undertaken prior to the approval of development in areas of fragmented property ownership in the vicinity of the north end of Kern Avenue once this area is annexed by the City.

COMMUNITY DESIGN AND APPEARANCE

- G. Institute two separate preservation processes: one to preserve those structures, sites, or other urban features which are culturally and/or architecturally significant; the second to preserve the character of certain selected neighborhoods.
1. Two official designations must be made by the City Council:
 - Individual historic structures, whether or not they are located in a Historic Preservation District, would be designated as Historic Buildings.

- Areas which contain a significant number of structures worthy of preservation would be designated as Historic Preservation Districts. Although each and every structure in these areas may not be historically significant, the structures collectively, together with other features such as mature trees, flower gardens, etc., constitute an area worthy of preservation. The Historic Preservation District may include a block or part of a block or may consist of an entire neighborhood.
- 2. Structural modifications causing a change in exterior appearance or a change in the use of any structure which is within an Historic Preservation District or which is a designated Historic Structure would be subject to review and approval by the Architectural and Site Approval Committee (A/S) and the Planning Commission.
- 3. Demolition of any designated Historic Structure would require an Environmental Assessment. The Planning Director would determine whether a negative declaration or an Environmental Impact Report (EIR) is appropriate for the demolition of any structure in a Historic Preservation District. The A/S must be consulted in the preparation of the EIR. Following the Public Hearing of the EIR, the Planning Commission would pass the EIR and the request for demolition permit, along with its comments and recommendations, to the City Council for action.

The Council would have the power to postpone, without undue delay, approval of a demolition permit for any structure in an Historic Preservation District or any designated Historic Structure, in order to provide interested parties an opportunity to preserve the structure.

- 4. All new construction in Historic Preservation Districts would be subject to review and approval by the A/S. The A/S would evaluate the proposed project on the basis of its compatibility with the surrounding neighborhood.
- 5. The City should periodically update its survey of Historic Structures in the Planning Area, and develop a public information program to increase awareness of historic preservation.
- H. Develop incentives for the retention and rehabilitation of houses with architectural or historic merit in all zones.
- I. Submit an adopted historic ordinance to be certified by the Secretary of the Interior in order to allow owners of designated historic buildings to apply for tax relief.
- J. Allow non-conforming uses for buildings of architectural or historic merit. In some situations, an historic building can be retained only if it can be used for an

activity which would not normally be permitted under the zoning classification. The City may consider conditional use permits where the proposed use will not have a detrimental effect on the neighborhood and will be in keeping with the historic nature of the building, taking into consideration parking needs and compatibility of the use to neighboring uses.

- K. In potentially sensitive archaeological areas (indicated on the Historic and Cultural Resource Display Map), require an archaeological assessment for all CEQA projects.¹ The assessment consists of a preliminary survey and, if evidence of sites is found, a test-level investigation. Preliminary surveys and test-level investigations are defined below.

1. Preliminary Survey - This is a surface reconnaissance of the site. A qualified archaeologist walks the area looking for any sign of previous human activity. At the conclusion of the survey, a report is written describing the findings. This is the initial step in an archaeological investigation and does not normally involve any excavations of the site.

The cost associated with this level of investigation has historically been borne by the developer. Although costs are relatively low, the survey represents an essential step in determining if any additional site investigations will be necessary. If the survey fails to produce any evidence of a site, the developer has satisfied another criteria toward his entitlement to develop.

2. Test-level Investigation - If evidence of a site is found during the preliminary survey, a test-level investigation is undertaken. This involves sampling a small portion (normally 1-5%) of the site through excavation. It also includes a detailed laboratory analysis of the materials recovered and report preparation. The text of this report outlines the site's significance and recommends mitigation and/or preservation measures which should be undertaken to protect it.

The developer should fund this level of investigation in order to provide the City with the information necessary to make its determination. Doing so protects the Developer from legal challenges and also expedites the review and approval of his project.

- L. Adopt and enforce an excavation ordinance whereby any person who at any time in the process of excavating or disturbing earth, discovers human remains of any age or any artifact or other evidence of a Native American Archaeological Site shall take the following actions which should not unnecessarily delay the project:

¹ A CEQA Project is one which requires an environmental assessment.

1. Cease and desist from all further excavations and disturbances within 200 feet of the discovery.
 2. Arrange for the area to be staked off.
 3. Notify the coroner, who in turn would notify the Director of the Archaeological Regional Research Center.
- M. Continue to require street trees to be planted in newly developed areas both to beautify Gilroy and to enhance its rural character. Street trees and sidewalks should be studied to improve existing conditions and to determine the best methods for providing street trees for new development.
- N. Require developers of new development along entryways to contribute to median strip landscaping.
- O. Continue to require design review of all new development by the A/S Committee prior to the issuance of a development permit. The review should determine whether the proposed development/remodeling would be in keeping with community character and whether the proposed action satisfies the applicable development ordinances.
- P. Strictly enforce Gilroy's Sign Ordinance. Have non-conforming signs brought into conformance with the ordinance or removed.

COMMUNITY DESIGN AND ENERGY

- Q. Require as a condition of Tentative Map approval that streets and lots to be oriented in such a way as to maximize design opportunities for passive solar heating and cooling. Streets will generally be oriented east/west unless topographical considerations warrant otherwise.
- R. Revise the Zoning Ordinance to provide setbacks for optimal solar access and orientation.
- S. Enact a solar ordinance to guarantee passive solar design and solar access for new development.
- T. Revise the Landscape Policy and Street Tree Ordinance, including the master tree list, to reflect energy conservation and neighborhood climate enhancement objectives. Promote wider and lower deciduous trees.
- U. Require structures and landscaping in Planned Unit Developments to be located or clustered to maximize solar access and energy conservation.

- V. Include solarization considerations as part of the environmental assessment and mitigation for any proposed major development.

III. NATURAL ENVIRONMENT

Gilroy's western backdrop, the pristine Santa Cruz mountains, is a highly valuable aesthetic, wildlife and recreation resource. The City will therefore ensure that any development which impinges on the hillsides is in harmony with and is sensitive to the hillside terrain and is visually appropriate when viewed from the valley floor.

Two creeks, Uvas Creek and Llagas Creek, traverse the Planning Area enhancing the open, rural character of the community. Both of these creeks include sensitive fauna, flora, and archaeological areas, as well as providing valuable recreational and visual resources to the community. In addition, areas along the Uvas Creek channel have been recognized as having mineral resources which have statewide or regional significance. It is the City's goal to protect and preserve the sensitive microenvironments of these creeks, as well as to preserve the natural mineral resources located along Uvas Creek should future needs make extraction of these minerals desirable.

The Planning Area is also endowed with some of the most fertile lands in the nation; agricultural Class I and II soils. Acknowledging that Class I and II agricultural lands are a finite resource and that the nation's growing population both demands more food and destroys agricultural lands through urban sprawl, it is also one of the City's goals to protect the remaining prime agricultural soils from premature and unnecessary urbanization when areas of less valuable soil character are available to accommodate new urban development.

The City also recognizes that development in natural hazard areas can incur both social costs (such as loss of life and property damage) and public costs (such as emergency flood relief and utility line repair). The City will therefore strive to prevent loss of life, reduce personal injuries and property damage, and minimize economic and social diseconomies resulting from earthquakes, geologic hazards, fires, floods, and other hazards through responsive land-use planning.

The following policies and implementation recommendations are aimed at promoting the goals highlighted in the previous paragraphs. The policies and implementation recommendations in this section deal with the conservation of natural resources, the preservation of open space, the conservation of unique agricultural land, reducing the risk of damage and injury from natural hazards to an acceptable level, and the minimization of exposure to excessive noise levels.

In general, this chapter deals with the suitability of land for urban and non-urban uses.

POLICIES

CONSERVATION AND OPEN SPACE

1. Land will be used for the purpose for which it is most suited by virtue of its inherent natural characteristics, as modified by its locational relationships, whether that use be urban development or natural resource preservation and utilization.
2. The City will preserve natural resource and wildlife habitat areas, reduce risk in hazardous areas and provide recreational opportunities by preserving the following areas in open space:
 - Natural resources - such as the Uvas Creek and Llagas Creek riparian communities, the heavily vegetated portions of the Santa Cruz mountains, and several stands of trees along Miller Avenue and trees bordering Hecker Pass.
 - Hazardous areas - such as fault zones and floodways.
 - Recreational land - community, neighborhood and linear parks, expanded linear parks along Uvas and Llagas Creek, and the golf course.
3. The ecologic, aesthetic and recreational values of the creeks which flow through the Gilroy Planning Area will be protected from urban encroachment and degradation. New development will preserve the function of natural drainages, including small canyons and seasonal creeks. The easements and setbacks adjacent to these creeks will be maintained in open space.
4. Clustering of new development in open grasslands and on gentler slopes rather than in areas such as wooded canyons, bluff faces, riparian zones and steep hillsides will be encouraged in order to protect the value and scenic beauty of natural drainages, watersheds, soil-holding vegetation, and native vegetation and wildlife habitats.
5. The City will promote both public and private efforts to protect the integrity of local biological resources, particularly native trees and wildlife habitats, by regulating development to minimize adverse impacts on these resources.
6. Recycling and reclamation programs, along with other programs aimed at conserving natural resources, will be encouraged by the City.
7. The mineral resources located along Uvas Creek which have been designated by the State Mining and Geology Board shall be recognized as having statewide or regional significance and shall be conserved to meet the future needs of mineral resources within the region. [12-85]

8. The areas along the Uvas Creek channel which include designated mineral resources shall be protected from urban encroachment and premature development incompatible¹ with mining. [12-85]
9. Undeveloped lands which may be recognized in the future as possessing mineral resources of statewide or regional significance shall be examined to determine the feasibility of conserving those lands for future mineral extraction. [12-85]

PUBLIC SAFETY AND SEISMIC SAFETY

Geologic and Seismic Hazards

10. Gilroy will use zoning and other land-use regulations to regulate, and in some instances prohibit, development in hazardous areas. The extent of development limitation will be commensurate both with the degree of hazard involved and with the public costs which would be incurred if emergency or remedial public actions became necessary.
11. The potential seismic, geologic, and flooding hazards to life and property will be reduced to an acceptable level of risk.²
12. Faults in the area will be considered active faults, unless and until evidence to the contrary is developed through field investigation.
13. Areas subject to high seismic risk as identified on the Seismic Hazards Map are suitable for low intensity and low occupancy development only.
14. At a minimum, structures for human occupancy will be designed and constructed to retain their structural integrity when subjected to seismic activity in accordance with the Uniform Building Code.
15. New development proposed on areas of unconsolidated fill, locations of former streambeds, and areas subject to seasonal high groundwater tables shall be properly engineered to mitigate seismic risks identified through site investigation,

¹ See Technical Appendix for definitions and map of mineral resource sectors.

² "Acceptable risk" is used to describe the level of risk that the majority of citizens will accept without expecting governmental action to provide protection. This definition considers acceptable risk only from the point of view of the public agency; individual concepts of acceptable risk may vary widely. Levels of acceptable risk and damage related to kind to facility and occupancy is presented in Appendix C.

including potential damage due to liquefaction, differential settlement, and severe ground shaking.

16. New roads, bridges and utility lines (either public or private) that cross active or potentially active fault traces, streams or other areas of high seismic risk will be designed in a manner which recognizes the hazard of movement or ground failure along these corridors. Water, gas and electric lines will be equipped with shut-off devices which utilize the best technology for quick shut-off consistent with providing reliable service. New water storage tanks will be constructed and anchored to prevent toppling and displacement during periods of strong seismic activity.

Fire

17. Development will be severely restricted in high fire hazard areas.
18. In all new urban development, the water system will provide flow adequate for fire suppression for the types of structures and occupancies anticipated.
 - New commercial and industrial buildings will be limited to locations where water supply is adequate for fire suppression.
 - Where water supply in existing subdivided areas does not meet current standards for fire flow, improvement measures will be pursued.
 - In hillside areas, special fire precautions shall be made.

Erosion, Sedimentation and Expansive Soils

19. Due to the moderate to high expansive soil potential throughout the Gilroy Planning Area, soils reports will be submitted in connection with all applications for new development.
20. Development will be restricted on steep slopes, and slopes susceptible to landslides and soil creep. Slopes of 10% to 30% are suitable only for low intensity development. Slopes greater than 30%, areas of high landslide risk, and areas with highly expansive soils on slopes greater than 10% will remain in open space.
21. All construction activities will be based on a site plan that provides for necessary methods of erosion and deposition control throughout the various stages of actual site development and use.
22. Urban development and expansion shall be restricted in areas subject to major flooding, drainage problems and saturated soil conditions unless measures to reduce these hazards to acceptable levels are provided.

Flooding, Drainage, and Runoff

23. In preference to the construction of expensive flood prevention facilities, floodways will be left open for agriculture and recreational use in areas of particular risk and where protection is minimal.
24. Measures to reduce flood hazards should minimize long term public costs and mitigate adverse effects on vegetation and wildlife corridors.
25. Measures to reduce flood damage to individual properties will only be undertaken where the potential for hazard due to flood erosion is not increased on other properties.
26. Flood control measures and drainage channel improvements should be designed as part of an overall community improvement program with provision for multiple use, including recreational open space, trails, bikeways, groundwater recharge, protection and restoration of riparian vegetation and wildlife habitats, and enhancement of scenic qualities.
27. In preference to steep banked trapezoidal channels, new drainage channels should be designed with gently sloping and curving banks to maximize safety, ease of maintenance, and natural appearance. In place of extensive rock rip rap or concrete lining, riparian vegetation should be employed to the greatest extent feasible to stabilize channel banks. Drainage channels should be landscaped in a manner which is natural in character and which requires a minimum of maintenance to provide a scenic asset to the overall city landscape.
28. The City will encourage new development to provide greenbelts for reducing runoff and increasing runoff absorption capacities.
29. To minimize absorption losses and storm runoff increases, the City will encourage removal of pavement not directly needed for traffic or parking needs, maintenance of unpaved parkways between sidewalks and streets, the use of permeable paving, and a break-up of large paved areas with landscaped strips and islands.
30. In their natural state, the hills absorb rain runoff and help protect the lowland from flood hazards. Native vegetation in hillside terrain reduces erosion and slows the speed of rainfall runoff. Any proposed development must demonstrate how these features are protected.

NOISE

31. The City will establish a physical development pattern compatible with the noise environment of Gilroy. Gilroy will preserve peaceful noise conditions where they currently exist and ensure that residential neighborhoods and park areas are the quietest areas in the community.

32. The maximum permissible outdoor and indoor noise levels appear in Tables 1 and 2. Areas in which noise levels presently exceed or will, through further development, exceed these permissible levels are inappropriate for the development in question.
33. In order to protect residents from freeway, expressway, highway traffic, and industrial noise, stringent buffering standards will be developed. Acoustical design will be an important consideration in all projects and developments to reduce noise levels.
34. Landscaped earth berms will be required as an alternative to soundwalls where feasible to buffer noise along major thoroughfares wherever residential development is proposed. Where an earth berm is not feasible, a masonry wall screened with drought tolerant, low maintenance landscaping to improve its appearance and function will be required.
35. Open land will be used to buffer residential areas from highways and industrial areas wherever possible.
36. The City of Gilroy will coordinate with other agencies in the region in noise abatement measures.
37. The City will increase the opportunities for public input on noise issues and publicize the existence of avenues by which citizen noise problems can be quantified and mitigated.

Table 1

PERMISSIBLE MAXIMUM OUTDOOR NOISE LEVELS

City of Gilroy, California

Land Use Category	L_{DN} (dBA)
Residential	60 ¹
Commercial	65
Industrial	76

Table 2

PERMISSIBLE MAXIMUM INDOOR NOISE LEVELS

City of Gilroy, California

Land Use Category	L_{DN} (dBA)
Residential	45
Commercial	61

¹ The outdoor sound levels for residential properties shall be measured from a location which is no less than:

- 15 feet outside the rear-most proposed household wall;
- 20 feet outside the front-most proposed household wall;
- 6 feet outside the side-most proposed household walls; and
- 10 feet outside the side-most proposed household wall when adjacent to a street.

² The indoor standards for industrial land uses have been set by the Occupational Safety and Health Administration. The maximum level to be exceeded no more than 10% of the time (L_{10}) is 65 dBA while the maximum level to be exceeded no more than 50% of the time (L_{50}) is 60 dBA.

AGRICULTURE

38. Urbanization will be contained within an area large enough to meet foreseeable need but which will not intrude unnecessarily on, or cause premature conversion or impair the productivity of agricultural lands.
39. The City will oppose urban development in lands under County jurisdiction until such lands are annexed by the City. Land use regulations under County jurisdiction should require minimum lot sizes to protect the viability of local agriculture and to prevent the development of incompatible or undesirable land use patterns prior to eventual annexation and urbanization.
40. Agriculture will be encouraged in undeveloped portions of the Planning Area. Community gardens, food production, seed production and other intensive agricultural operations will be allowed as long term uses when compatible with adjacent existing or planned land use.
41. Areas subject to natural hazards such as major flooding or soils with a high water table will be encouraged to remain in long-term agricultural production where such use exists.

GENERAL PLAN MAP

The policies listed in this chapter are reflected on the General Plan map in several ways. The "Park/Public Facility" category includes schools and public recreation areas, such as Las Animas Park, Christmas Hill Park, Uvas Linear Park, the golf course, and several neighborhood parks (see the public facilities chapter for a more detailed discussion of parks and recreation areas). The "Open Space" designation on the General Plan map includes areas identified in Policy 2 as natural resource and wildlife habitats.

Hillside areas are designated "Hillside Residential" on the General Plan map. Development in the Hillside Residential areas should be controlled by the Residential Hillside zoning district and Hillside Development Guidelines which promote the clustering of development, determine overall density, and enforce strict grading, siting and design controls.

Three "Special Plan Areas" are shown on the map. Two of these areas provide important visual amenities to Gilroy. Each of these areas will require integrated rather than fragmented development plans. Specific plans will be required in order to protect the environmental amenities and to promote clustering of development in these areas. In order to protect the acoustical environment appropriate to each land use class and activity type, the designation of areas suitable for residential, commercial and industrial development observes the criteria specified in Policy 29.

IMPLEMENTATION

CONSERVATION AND OPEN SPACE

- A. Subject all development proposals in the conservation areas (listed in Policy 2) to the environmental review process to determine if the proposed development is compatible with identified natural processes. Do not approve development if it is found to be incompatible with such processes, unless adequate mitigation measures are taken.
- B. Permit agricultural uses and structures in the open-space flood zones if adequate flood proofing measures are taken and if it is demonstrated that the measures will not cause additional flooding and/or drainage in other areas.
- C. Establish and maintain a Residential Hillside zoning district and Hillside Development Guidelines to govern development in the Hillside Residential areas. Only low-intensity or clustered higher intensity residential development would occur in this zone in accordance with strict grading, siting and design standards, coupled with overall density requirements.
- D. Encourage agriculture as an interim use in all industrial and rural residential zones. Amend the Zoning Ordinance to permit different kinds of agricultural uses in all other zones as an interim use with a conditional use permit.
- E. Program the acquisition of the parkland designated on the General Plan map. First priority should be given to Uvas Creek Linear Park.
- F. Require development along creeks to be set back from the entire 100-year floodway of the creek. Require development along Uvas Creek and the main branch of Llagas Creek to be set back either the entire area of the 100-year floodway or 250 feet on either side of the creek centerline, whichever is greater.

Require development along tributary creeks to be set back from the entire designated floodway of the creek. Setbacks required should allow adequate room for trails and access on both sides of the creek. Determination of actual layout and size of these creekside linear parks is recommended for further study which could be addressed in a City Parks and Recreation Master Plan.

Setback land could be dedicated to the City by the subdivider/developer or the City could purchase an easement over the setback area.

- G. Require easements or setbacks to protect natural drainages as part of the drainage requirements or improvements before approving Tentative Maps for new development.

- H. Special Plan Areas Ia and Ib are hillside areas of outstanding environmental and visual value to the City. Develop guidelines for these areas to promote clustering and to preserve their environmental amenities. Appendix B describes the environmental resources found in each of the Special Plan Areas and outlines various techniques which can be used to preserve these resources.
- I. Revise the City Street Tree Ordinance and Landscape Policy to include specific tree lists and landscape guidelines emphasizing native species for use in special habitat areas; i.e., riparian corridors and hillside areas.
- J. Develop and adopt an Integrated Pest Management Program and utilize horticultural techniques such as mulching to suppress weed growth in order to minimize application of biocides and avoid potential disruption of ecologically stable systems.
- K. Strictly enforce regulations which restrict access in parks to off-road vehicles to minimize damage to open space and biological resources.
- L. Work with the Flood Control District in restoring native riparian vegetation along the West Branch of Llagas Creek, in the event the channel is excavated for flood control purposes.
- M. Undertake a master beautification plan for Gilroy.
- N. Amend the City's grading ordinance to require measures to prevent slope destabilization or erosion, including revegetation, protection of bare soil until vegetation is well established, and slope stabilization structures.
- O. Maintain the areas along Uvas Creek which include designated mineral resources as open space or as a compatible use in the appropriate zoning classification (OS, PF, or A). [12-85].
- P. Identify the location of mineral resource sectors which have statewide or regional significance with an overlay designation (MR - MINERAL RESOURCES) incorporated in the Technical Appendix of the General Plan. The MR overlay designation shall expire upon termination of the designation of these resources. [12-85]
- Q. Maintain the lands contiguous to designated mineral resources as buffer lands with appropriate land use designations until such time as the mineral resource designation is terminated. [12-85]
- R. Prior to any mineral resource extraction, adopt a reclamation plan and reclamation ordinance to ensure that adverse environmental effects are prevented or minimized and that mined lands are reclaimed to a usable condition which is readily adaptable for alternative land uses. [12-85]

- S. Require mining operators to secure a special use permit in accordance with the reclamation plan. This permit will specify conditions to be met during the mining operation to ensure that the mining operation will not create a nuisance, hazard or environmental damage. [12-85]
- T. Apply for termination of the designated status of mineral resources when protection of such resources is no longer necessary. [12-85]

PUBLIC SAFETY AND SEISMIC SAFETY

- U. The City and appropriate agencies shall undertake a hazard reduction program in which structures are inspected for conformance with the Building Code. Give first priority to emergency and critical facilities¹, older structures, and public facilities.
- V. Adopt regulations governing the uses of land in areas with significant natural hazards. Include the following stipulations in the regulations:
- No development will be permitted in areas of high seismic risk identified on the Seismic Hazards Map (available for reference at the City of Gilroy Planning Department) without the requirement of a site investigation, including geologic and soils studies, as necessary to mitigate potential hazards.
 - No development will be permitted in areas of over 10% slope without the requirement of a slope stability and soils investigation at the site.
 - Critical facilities will not be permitted in areas with moderate to high potential for seismic or geologic hazards. (Identified on the Seismic Hazard map.) No non-critical facility will be permitted without a detailed site investigation being required, in which the potential for these hazards is identified.
 - Critical facilities will not be permitted to locate in medium or high fire hazard areas (identified on the County's Fire Hazard map) without an investigation of the development's vulnerability to fire and its potential as a source of ignition as consistent with State law.

¹ Critical facilities and occupancies are those structures and occupancies which are especially important for the preservation of life, the protection of property, or for the continuing functioning of society. (Examples in the Gilroy area are Wheeler Hospital, communications facilities, water system, and the electric power and gas transmission lines.) For the purposes of planning for hazard avoidance or mitigation, structures, occupancies and land uses in the Gilroy Planning Area are assigned to five risk classes as indicated in Appendix C. Classes 1 and 2 include critical facilities and occupancies.

- W. The City will work with the Water District to actively pursue funding for the Llagas Creek Watershed Project or a project of similar magnitude as a comprehensive means of alleviating flooding and drainage problems in the Planning Area. In the event federal funding for this project is unavailable, the City will work with the district and affected property owners to provide local measures, including the possible formation of a special assessment district to fund these improvements.
- X. Encourage efforts by the Santa Clara Valley Water District to design and implement flood control measures that support and reflect the policy goals of the General Plan, including conservation, protection of flora and fauna habitats, and open space.
- Y. Restrict development in those areas subject to major sheet flooding in the northern portion of the Planning Area until adequate drainage improvements are provided.
- Z. Restrict areas subject to both flooding and saturated soil conditions in the vicinity of Miller Slough and Llagas Creek east of the freeway to agriculture and recreational use.
- AA. Actively enforce the Flood Plain Management ordinance to prevent further encroachment of development in floodways and assure compliance with Federal Flood Insurance regulations.

NOISE

- BB. Adopt stringent buffering standards to protect residents from freeway, expressway, highway traffic and industrial noise.
- CC. Require construction of earth berms or other suitable sound reduction measures in conjunction with new residential development along Santa Teresa Blvd., Monterey Highway, and the South Valley Freeway.
- DD. Where a masonry wall is the only feasible means of buffering residents from thoroughfare noise, require the developer to install dense landscape screening and provide maintenance for the first two years. Choice of landscape materials should be limited to a designated list of suitable trees, shrubs, and groundcovers to minimize upkeep, subject to Architectural and Site Approval.
- EE. Routinely update and analyze the City's noise data.

AGRICULTURE

- FF. Support land use and transportation policies and zoning regulations in lands under county jurisdiction within the City's sphere of influence which protect the continued viability of local agriculture. Discourage splitting up of properties by new roads or into parcels too small to be used economically for agricultural

purposes, and the premature conversion of agricultural lands to higher densities until such lands are annexed by the City.

- GG. Amend the Zoning Ordinance to permit intensive agriculture operations as long term uses in industrially designated areas where such uses are compatible with adjacent existing and planned uses.
- HH. Cooperate and work with the County and other agencies in recognizing and assisting the needs of local farmers. Encourage the agricultural use of reclaimed water and sewage sludge.

THIS PAGE INTENTIONALLY LEFT BLANK

IV. RESIDENTIAL ENVIRONMENT

Gilroy's present housing stock is a vital mix of old and new. In the downtown and eastern portions of Gilroy, older single-family structures, some dating back to the 1860's, line the streets. The architecture, structural uniqueness, established landscaping, and tree-lined streets found in these areas, add to Gilroy's charm, identity and character. Newer residential developments in Gilroy have been located in the western area of the City, both to the south and now towards the north. Gilroy's population has increased dramatically in recent years and this increase has created pressure both on the local housing market as well as on municipal services and facilities. Continuing to provide new housing to meet this demand is one of three major housing issues facing Gilroy. In addition to creating new units, the provision of affordable housing is a second and equally significant issue. The third major area of concern is the rehabilitation and conservation of the existing housing stock. Providing solutions to these areas of need will require the energy and financial resources of both the public and the private sectors of the Gilroy community.

POLICIES

1. The City will continue to work towards the goal of a balanced community with a variety of housing types and prices, sufficient job opportunities, and an efficient and adequate provision of City services and amenities. [6-94].
2. The City will encourage the construction of multi-family units, especially units suitable for lower income households and large families. [6-94].
3. The City will encourage the conservation of the rental stock because rental units are commonly the most "affordable" housing for lower income households. [6-94].
4. Agencies funded through the County of Santa Clara "Community Development Block Grant Program" will continue to be encouraged to provide services to Gilroy households, especially to households with special needs.[6-94].
5. Rehabilitation of substandard housing will be encouraged and financial assistance will be provided whenever feasible. A Replacement Housing Program shall be developed in the event that units are not suitable for rehabilitation. [6-94].
6. The City will promote equal housing opportunities for all residents regardless of age, sex, race, marital status, ethnic background, income and other arbitrary factors. [6-94].

7. The City will encourage participation by the private sector in development of affordable housing opportunities by removing unnecessary impediments and providing realistic incentives. [6-94].
8. The City will encourage public awareness of residential energy use and will support resource conservation efforts whenever feasible and appropriate. [6-94].
9. Houses or neighborhoods of historic significance will be preserved and protected. [6-94].

GENERAL PLAN MAP

The areas designated for residential uses have been divided into six categories. Maximum area-wide densities are associated with each of these categories. Development at a lower than indicated density can be selectively permitted depending on the size, location and character of the proposed development. Figure 2 illustrates the relationship between dwelling unit density, average lot size and the residential land use categories in Gilroy's General Plan and in the Zoning Ordinance. The land use designations do not indicate a specific type of structure as being the only kind which is appropriate in any category, although there is a very general relationship between structural type and development density. However, a variety of development types could occur as long as each did not exceed the permissible density, as measured on a site basis.

- Rural Residential (maximum density of 0.4 dwelling units per acre) - Permits one dwelling unit per 2.5 acre or larger lot and is designated for part-time farming and the keeping of livestock.
- Hillside Residential (density will be determined by Residential Hillside Zoning District) - Applies to developable hillside areas with slopes of 10% or greater in which special design and siting criteria will be applied to development in order to preserve the sensitive hillside environment.
- Low Density Residential (maximum density of 7 1/4 dwelling units per net acre) - Permits residential development on lots of no less than 6,000 square feet. This category is primarily designated to accommodate single-family development and planned unit development (PUD) with an overall density within the indicated range.
- Medium Density Residential (maximum density of 16 dwelling units per net acre) - Permits a minimum site area of 2,725 square feet per unit, designed primarily for small multi-family structures. Medium density uses are designated in eastern Gilroy and in the transition area between single-family and higher density residential or non-residential uses.
- High Density Residential (maximum density of 30 dwelling units per net acre) - Permits a minimum site area of 1,450 square feet per unit, designated to allow

higher density apartments and condominiums within walking distance of commercial areas. High density residential uses are designated in sites along Santa Teresa Boulevard, Kern Avenue and Day Road.

FIGURE 2
RELATIONSHIP BETWEEN DWELLING UNIT DENSITY,
AVERAGE LOT SIZE AND RESIDENTIAL LAND USE CATEGORIES
City of Gilroy, California

30				
	1,500 sq. ft.	/^\\	/^\\	R4
28				
26				
	1,750	High		
24		Density		
		Residential		
22	2,000			
20				
18				
	2,500			
16				
	3,000	/^\\	/^\\	R3
14		Medium		
	3,500	Density		
12		Residential		
	4,000			
10				
	5,000			
8				
	6,000			
6	7,000	/^\\Low	/^\\	R1
		Density		
4	10,000	Residential a/		
	15,000			
2	20,000			
	1 Acre			
.4	2.5 Acres			
	20 Acres	/^\\Rural		
0		Residential	^	A1
Dwelling	Average Site	General Plan b/	Zoning	
Units per	Area per Unit	Categories	Categories	
Net Acre				

a/ Higher densities may be allowed in areas designated "Low Density Residential" which are east of Hanna Street, north of Tenth Street, west of U.S. 101, and south of First Street and Leavesley Road. This area shall also include parcels along Hanna and Dowdy Streets between Seventh and Eighth Streets.

b/ Hillside Residential has been omitted from this figure. Density in Hillside Residential areas will be governed by the Residential Hillside (RH) Zoning District (see Chapters II & III).

IMPLEMENTATION

- A. Provide more affordable units through the Residential Development Ordinance through evaluation of the current process, revision of the point allocation system, provision of a mechanism to ensure long-term affordability, and monitoring guarantees of affordability. [6-94].
- B. Make housing projects which are 100% affordable to very low and low income households exempt from the Residential Development Ordinance. [6-94].
- C. Develop an Inclusionary Housing Program so that developers participating in the Residential Development Ordinance allocation process ensure that 25% of their units are affordable to very low, low and moderate income households. [6-94].
- D. Determine what improvements and modifications may be needed in the Zoning Ordinance to encourage construction of new accessory units. [6-94].
- E. Modify development standards which inhibit infill development. [6-94].
- F. Evaluate existing ordinances and modify them to encourage mixed use developments, particularly those adding housing development in the downtown. [6-94].
- G. Provide 50% of the tax increment funds from any future redevelopment agency for affordable housing opportunities. [6-94].
- H. Revise ordinances as necessary to encourage the adaptive reuse of buildings for affordable housing opportunities. [6-94].
- I. Inventory appropriate sites in order to provide sufficient land zoned for multi-family units. [6-94].
- J. Develop a strategy to conserve existing assisted housing including the Parkview and Milias Apartments and Plum Tree West. [6-94].
- K. Encourage the provision of current and additional Section 8 subsidies. [6-94].
- L. Conserve existing affordable mobile home opportunities through evaluation of existing programs and ordinances to remove unnecessary impediments. [6-94].
- M. Encourage and support the operation of the Wheeler Senior Care Facility. [6-94].
- N. Support shared housing programs operated by non-profit agencies. [6-94].

- O. Support existing programs for the homeless. Convene service providers and community members to formulate an action plan for the homeless to avoid duplication and ensure that the needs of the homeless are being met. [6-94].
- P. Revise the zoning ordinance to allow adequate sites for homeless facilities in specific zoning districts. [6-94].
- Q. Continue to administer the Housing Rehabilitation Program to assist lower income households. [6-94].
- R. Inventory substandard housing and, if necessary, develop a Replacement Housing Program for the provision of suitable housing for the residents of substandard units. [6-94].
- S. Hire a Housing Code Enforcement Officer to respond specifically to citizen complaints regarding housing code problems. [6-94].
- T. Encourage and support provision for the special needs of migrant farmworkers and their families. Work with the County to expand and/or upgrade the migrant housing camp to maximize the use of the facilities for emergency shelter on a year-round basis. [6-94].
- U. Provide financial support to programs that provide fair housing and counselling services to Gilroy households. [6-94].
- V. Hire a public information staff person whose duties will include actively pursuing opportunities to communicate with Gilroy residents regarding housing and other issues. [6-94].
- W. Review existing development procedures and recommend appropriate changes to facilitate the construction of affordable units. [6-94].
- X. Review and recommend modifications to development standards which pose an unnecessary impediment to the construction of affordable units. [6-94].
- Y. Identify and explore alternative financing programs in the Public and Private Sectors to address the affordability crisis, including shared appreciation and shared equity mortgages, sale and lease-back arrangements, employer-assisted home purchase programs, and financial assistance for conversion of unused commercial space for rental housing. [6-94].
- Z. Establish a Housing Trust Fund for the purpose of creating a permanent source of funds for affordable housing opportunities. [6-94].

- AA. Create a permanent Citizens Housing Task Force to assist in the implementation of the policies and programs in the Housing Element. [6-94].
- BB. Continue to include Resource Conservation design features as a criteria in awarding points in the Residential Development Ordinance process. [6-94].
- CC. Ensure that the goals of affordable housing program and the historic preservation program are compatible, and eliminate unnecessary impediments which may deter owners from repairing and rehabilitating their historic structures into functional residential dwellings. [6-94].

THIS PAGE INTENTIONALLY LEFT BLANK

V. ECONOMIC DEVELOPMENT

Two goals underlie the General Plan's policies on commercial and industrial development: 1) preserving existing amenities and creating new amenities in the future and 2) encouraging a favorable environment for business and industry by following a rational pattern for distributing these activities to locations in the City where their performance can be maximized for private and public advantage, and where their operations will not have any undesirable effects upon adjacent uses. This chapter contains policies which should be used to guide decisions regarding commercial and industrial development, a discussion of how these policies are reflected on the General Plan map, and some suggested implementation actions designed to achieve realization of the General Plan's goals.

POLICIES**INDUSTRIAL**

1. New Industrial uses which can provide jobs for Planning Area residents will be actively encouraged to locate in the Gilroy Planning Area; however, industrial uses which create noxious or nuisance conditions will not be allowed to locate in the Planning Area.
2. The City will encourage industrial development to locate in Gilroy which will support local employment needs in preference to industries which would substantially fuel housing and population growth and place additional burdens on public services, facilities and schools. Industrial development should be phased according to the availability of local housing, capabilities of public facilities, and provision of urban services.
3. Heavy industrial activities will be concentrated in one area to avoid unsightly or incompatible scattered development. This type of industrial activity will be located in an area which is close to major transportation routes, which is within the Insurance Service Office's (ISO) prescribed "running distance" of a fire station, which has adequate land for industrial expansion, and which is adjacent to compatible land use activities.
4. The development of a well-designed industrial park area (in terms of parcel size, landscaping, and location) will be encouraged in order to attract new light industrial development to the Gilroy area.
5. Industrial development will be required to meet performance standards based on factors of noise, odor, traffic, appearance and air pollution in order to minimize its impacts on established or proposed residential areas.

6. Screening of loading areas and open storage areas will be required from major roads. Landscape buffering will be required where industrial uses abut designated scenic highway corridors.
7. The City will require that defunct or abandoned structures on industrial land which pose a visual blight or physical hazard be dismantled or removed within a reasonable period of time. In addition, the City will require the screening and control of unsightly or excessively noisy operations.
8. Local agriculture is recognized as an important base industry vital to the existing economy of Gilroy. The City will support measures which strengthen the position and economic viability of local agriculture and related industries.
9. Agriculture will be encouraged both as an interim and long-term use in areas designated for industrial development.
10. Land use designations for industrial park uses may be considered in areas other than those designated as major industrial areas on the General Plan map, if such uses are shown to meet the City's Industrial Design Guidelines for environmental compatibility with existing or planned adjoining residential and commercial uses, and high standards of landscaping, buffering, and design.

COMMERCIAL

11. New commercial uses will be encouraged to group into clustered areas or centers containing professional offices, retail sales and services. These uses will not be permitted to occur in a strip form of development (shallow depth, linear form).
12. Commercial uses will be clustered at the intersection of major thoroughfares. Commercial uses will not be permitted on Santa Teresa Boulevard except at Day Road.
13. Residential uses will be protected from the possible adverse effects from adjacent commercial centers by a rigorous design review procedure which emphasizes high standards of construction, design, buffering and screening.
14. Landscaping on commercial properties will be well maintained. Those properties currently without landscaping will be encouraged to provide landscaping.
15. Curbs and gutters will be required in the commercial areas along North Monterey Street.
16. Auto-oriented commercial uses, that front on major thoroughfares, will present a high-quality design and will be adequately screened from adjacent uses. Access to these uses will be controlled to minimize circulation conflicts.

17. Commercial development will not be permitted along Santa Teresa Boulevard, except at Day Road, in order to minimize the number of points of ingress and egress along the roadway. Gilroy will also request the County of Santa Clara not to permit commercial development along Santa Teresa Boulevard.
18. No more than one service station will be permitted at any intersection. No service stations will be permitted on Santa Teresa Boulevard, except at First Street. [11-90].
19. No new commercial or professional office businesses will be permitted north of Day Road.
20. No new commercial uses will be allowed north of the Ronan Channel on the west side of Monterey Street, except for small nodes of Local Commercial to serve the immediate neighborhoods. In order to discourage "strip"-type commercial development, such areas should be no greater than five acres, and should be widely separated from each other. [9-88]
21. All new commercial development along First Street will be Planned Unit Development with emphasis on larger interrelated developments as opposed to smaller spot development. Developments will include such amenities as extensive landscaping, a minimum of 30 foot setbacks and an architectural style which is compatible with the newer development along First Street.
22. Commercial development other than visitor-serving commercial uses associated with theme/recreation parks and small neighborhood commercial uses, will not be permitted west of Santa Teresa Boulevard. [7-90].
23. The City shall encourage the creation of small neighborhood commercial areas as part of new major residential developments to minimize the necessity of using automobiles, promote energy conservation, and encourage walking and bicycling to procure basic goods and services.
24. Neighborhood commercial areas should be located on collector streets wherever possible, and should include provisions for open space such as open malls or places for neighborhood oriented cultural events, and be linked with residential areas with bikeways and pedestrian paths.

DOWNTOWN

25. Downtown is defined as the area bounded by First Street on the north, Railroad Street on the east, Tenth Street on the south, and the alley between Egleberry and Church Streets on the west. Within this area, the concentrated retail core is situated between Third and Seventh Streets, and between the railroad tracks and Egleberry Street. The downtown will provide in close proximity, governmental services and facilities, cultural and recreational activities, a broad range of retail

activities, financial and professional services, entertainment and housing for residents. Mixed use developments will be encouraged.

26. The downtown will be physically oriented to encourage pedestrian movement and to reduce circulation conflicts between automobiles, pedestrians and bicyclists.
27. Off-street parking facilities will be provided close to the retail facilities, and usually on the periphery of the core to facilitate easy automobile access from the residential areas to the east and west, and to encourage as continuous and unbroken a building facade as possible on both sides of Monterey Street.
28. Parking lots fronting onto the west side of Monterey Street will be discouraged.
29. The City will encourage restorative maintenance to be applied to deteriorated buildings in Downtown and restrict the demolition of historically and/or architecturally significant buildings to accommodate new development.
30. Specialty shops and other uses which can provide support to the potentially distinctive historic atmosphere of Downtown will be encouraged.

GENERAL MAP PLAN

The industrial land use designations are divided into the two categories discussed below:

- * Industrial Park - uses are those which demonstrate by the quality of their development and the nature of their operations that they can locate in close proximity to residential and commercial uses with a minimum of environmental conflict. Strict landscaping, buffering and design standards would be adhered to by industries located in these areas. Examples of uses which should be appropriate in this category are research companies and electronics assembly plants. The General Plan map indicates industrial park areas west of Highway 101 between Leavesley Road and Buena Vista Avenue; and east of the freeway north of Leavesley Road, east of Highway 101 at the Monterey Road interchange, and along Santa Teresa Boulevard.
- * General Industrial - establishments located in these areas characteristically require large parcels of land with good truck and/or rail access. Due to the nature of their operation, uses in this category are typically poor neighbors in residential areas. The land south of Tenth Street and east of Monterey Highway is designated General Industrial on the General Plan map. Similarly, the land south of Gilman Road and east of Highway 101 is also indicated for General Industrial uses.

The categories of commercial land use designated on the General Plan map are intended to differentiate between commercial uses and activities according to scale, character and market area. The commercial land use designations are divided into the four main categories discussed below:

- * Professional Offices - land uses which provide professional services to the surrounding residential areas. Typically, they are only open on weekdays from 8:00 a.m. to 6:00 p.m.
- * General Commercial - retail operations providing a broad range of goods and services. The scale and character of a commercial establishment will determine the General Commercial sub-category in which it is appropriate.

The letter designations in parentheses are those used to identify each category on the General Plan map.

1. Local/Small Scale (L) - usually smaller establishments than found in a shopping center. Generally fewer clients and automobiles per establishment than would be expected in a shopping center because they cater to a smaller market area.
2. Central Business District (CBD) - establishments centered around the downtown portion of Monterey Street. The physical appearance of this area as well as the mixture of retail establishments (such as specialty stores, professional offices, civic facilities, hotels, theaters, restaurants, financial institutions, and other similar uses) contribute to the uniqueness of this category.
3. Services (S) - local serving heavy commercial uses which, due to the nature of their operations, are distinct from uses found in the Local/Small Scale category. For example, glass shops, small welding shops and plumbing shops would be typical of establishments in this category.

Shopping Center establishments in this category have a larger market area and a greater volume of customers than establishments in the Local/Small Scale category. For example, a furniture store, department store or supermarket would be typical of establishments in this category. Each of these generate a considerable amount of traffic and serve a large volume of customers. They require large parcels with large parking lots.

This category also includes establishments for Automobile Sales and Service which require large lots to house their equipment and merchandise. In comparison to General Commercial uses, the ratio between number of customers and lot size would probably be fairly low. Examples of establishments which would be compatible with this category include automobile sales, boat sales, recreational vehicle sales and body shops.

- * Visitor Serving - these uses cater to the traveler passing through Gilroy. Examples of establishments which attract tourists include motels, restaurants, drive-ins, and gas stations. The areas indicated for visitor-serving commercial uses lie in close

proximity to Highway 101 and its access ramps where they are easily accessible by car and highly visible from the road.

As mentioned previously, commercial land uses are distinguished by scale and character rather than use. For example, retail stores are appropriate in each of the four General Commercial sub-categories but this should not be interpreted as recommending identical uses in each sub-category. Uses within each category and sub-category should be similar in terms of character and scale. For example, a bakery or small real estate office are appropriate uses in a Local/Small Scale General Commercial category while a furniture store or department store are appropriate uses in a General Commercial Shopping Center area.

Similarly, hotels and restaurants are appropriate uses in the General Commercial Central Business District while motels and tourist oriented fast-service restaurants are only appropriate in Visitor-Serving areas.

IMPLEMENTATION

INDUSTRIAL

- A. Amend the Zoning Ordinance to reflect the new industrial use designations indicated on the General Plan map. Create zoning districts and formulate development standards to clearly distinguish between Industrial Park and General Industrial activities.
- B. A major land use problem which exists in Gilroy is a lack of high-quality industrial areas. To attract new industrial development to the Planning Area, improve the appearance of the City's industrial areas in the following ways:
 - Develop performance standards which will guide new industry to appropriate sites based upon the level of physical and environmental impacts the new industrial operations will impose on the surrounding areas. In most cases, the required EIR would contain all the information necessary to apply the performance standards.
 - Maintain a set of Industrial Design Review Guidelines in order to promote an attractive and efficient environment for new industrial development. Include performance standards or criteria in which light industrial uses could be successfully established in primarily industrial or commercial mixed use developments when proposed in conjunction with Planned Unit Development status.
 - Encourage planned unit development in all industrially designated areas.
- C. Strictly enforce the City's standards for the design, landscaping, and decorative screening of junk yards, salvage yards, and auto wrecking yards. Periodically

review these standards to determine whether they are adequate or in need of amendment. Develop and enforce similar standards for other visually disruptive uses in the Planning Area.

- D. Require landscape screening along the South Valley Freeway where industrial development abuts it.
- E. Encourage agriculture in vacant areas designated for industrial use, and intensive agricultural operations as permanent uses where such uses are found compatible with existing or planned industrial development.
- F. Include both economic and growth inducing impacts as considerations in the environmental assessment for any proposed industrial development in the Gilroy Planning Area. Utilize this assessment to determine the effect of proposed development on local employment levels and housing costs.

COMMERCIAL

- G. Amend the Zoning Ordinance to reflect the new commercial use designations indicated on the General Plan map. Create standards in the Zoning Ordinance, based on character, scale and function, which clearly distinguish between the four General Commercial categories. Through the Zoning Ordinance encourage specialty shops, cafes and pedestrian-oriented activities in the CBD. Restrict uses in neighborhood commercial areas to local, small scale retail establishments such as groceries, bakeries, and hardware stores.
- H. Develop architectural, landscaping, buffering, and signing performance standards for local, small-scale neighborhood commercial development in order to ensure compatibility with adjacent residential areas.
- I. Amend the Zoning Ordinance to delete undesirable uses now permitted in the Highway Commercial District, including banks; grocery, fruit, vegetable or delicatessen stores; and office buildings.
- J. Include economic considerations as part of the environmental assessment developed for any proposal to construct a new shopping center in the Gilroy Planning Area. Focus the economic impact report on the short and long range effects of the project on existing commercial development and particularly on the economic health and viability of the CBD. Also evaluate the potential alternative commercial uses.

DOWNTOWN

- K. Initiate a program of code enforcement¹ for both commercial and residential structures in and around the CBD, aimed at initiating restorative maintenance and improvements to be undertaken on the building and homes which do not meet the current building code standards. Concentrate on the correction of violations which cause imminent danger to occupants; do not require structures to be brought up to new construction standards unless hazardous conditions are involved.
- L. Establish a program of cooperation between property owners, community action groups and local lending institutions to encourage property owners to carry out both minor repairs (such as painting) and major repairs, and to encourage lending institutions to make financing available for such purposes. Encourage facade and landscaping improvements to be made. Create a Downtown Beautification and Preservation Program, designed to produce a more pleasant shopping and visual environment.
- M. Investigate the feasibility of forming a special assessment district to finance the improvement of the downtown. The assessment district would collect the monies needed to finance the improvements from the property owners benefiting from them. Alternatively, encourage civic groups such as a downtown merchants association, chamber of commerce or a fraternal organization to raise money for the improvements. Some of the work itself could be done by civic groups or craftspersons hired by individual stores.
- N. Designate the Downtown area as an Historic Preservation District in order to preserve and enhance the unique character of this area. At the very least, officially designate the historical structures located in this area as Historic Buildings. Chapter II, implementation recommendation G, describes the controls and restrictions exercised in a Historic Preservation District.

¹ See Chapter IV, Implementation Recommendations.

VI. PUBLIC SERVICES AND FACILITIES

This chapter deals with the City's commitment to provide adequate public services and facilities to its residents. Public services are defined as those programs, such as health care, nutrition, recreation and educational programs which the City provides or for the provision of which the City gives support or encouragement. Public facilities are defined as physical structures and infrastructure, such as water, wells and lines, sanitary sewerage, roads, bike paths and flood control improvements.

A basic goal of the City government is to enhance the environment of the home and community. Implicit in this goal is the improvement of the community's social as well as its physical environment. If past experience provides an indication of what can be expected in the future, the demand for social programs and public facilities will continue to increase in Gilroy. With respect to social programs, it seems clear that the demand for nutrition, crafts, health and recreation programs for Senior Citizens will expand as the proportion of elderly residents in Gilroy increases. Other trends, such as an increasing per capita amount of leisure time and an increase in the proportion of income spent on recreation indicate that the demand for recreational programs and facilities will continue to grow.¹ Due to increasing transportation and fuel costs, local recreational programs and parks are likely to absorb most of this increased demand.

Through the public service policies listed in this Chapter, the City will strive to provide its residents with adequate and varied public facilities and programs, both to meet their current and their future demand for public services.

In terms of public facilities and infrastructure, the City recognizes that the provision of public facilities such as roads, sewers, and water lines can play a major role in influencing the timing and location of development. Without these facilities, urban development in most cases generally could not occur. Conversely, extension of public facilities into an undeveloped area can create or stimulate pressures for development earlier than would otherwise occur. These demands can undermine and ultimately overwhelm any land use regulations which may have sought to preserve open space or achieve a logical sequence of development. Consequently, public facility extension policy is an important tool which can be used either to promote urban sprawl or to control urban development and reduce the unnecessary economic, social and environmental costs of sprawl.

The policies in this chapter amplify the City's commitment to ensuring that the provision of public facilities is consistent with, and mutually supportive of a desirable and appropriate pattern of urban development. The successful implementation of Gilroy's urban development and community design goals and policies will depend, to a large extent, on the control exercised over the provision of public facilities both by the City of Gilroy and by the County of Santa Clara.

TRANSPORTATION/CIRCULATION GOALS [8/92]

Goal 1: Develop and Maintain a Balanced Transportation System

The City will strive to achieve a functional and balanced transportation system which assures access for all, is compatible with existing and proposed land uses, and minimizes emissions of air pollutants. The coordinated multi-modal system should accommodate private motor vehicles, pedestrians, bicycles and mass transit. [Policies #35-42.]

Goal 2: Maintain a Satisfactory Level of Service for Auto Traffic. [Policies #43-45.]

Goal 3: Promote Bicycle Use and Walking

The City will support bicycling and walking as significant transportation modes which promote personal health and recreational enjoyment while minimizing energy consumption and environmental degradation. [Policies #46-50.]

Goal 4: Promote Transit Service and Use

The City will encourage the continued development and expansion of local and regional public transit systems which are responsive to the changing needs of the City of Gilroy area residents. [Policies #51-52.]

Goal 5: Preserve Scenic Routes

The scenic character and ecology of the hillsides to the west of the City will be preserved in the design of all circulation facilities. [Policies #53-54.]

Goal 6: Improve Gilroy's Air Quality

Some of the pollutants in the atmosphere at Gilroy are generated upwind in other urban areas. The City's ability to control such emissions is limited; measures to control these pollutants must be regional in nature. The exposure of Gilroy residents to local pollutants such as carbon monoxide, dust, odors, and toxic air contaminants, however, is directly a result of the local transportation system and land use patterns in the region. [Policies #55-58.]

Goal 7: Reduce Air Pollution Impacts from Future Development

One of the major reasons that air quality continues to be a problem in the Bay Area and California in general is a relatively high rate of population and economic growth. Major progress has been made in past years in reducing emissions from stationary sources and mobile sources in the Bay Area, with the result that steady improvement in air quality has been documented despite population growth. The major obstacle to improved air quality in the future is increasing population and vehicle use and deteriorating operating

conditions on highways and roads. The extent that future growth affects air quality will be partially determined by the form that new land uses take, and the transportation options available to new residents. [Policies #59-62.]

Goal 8: Contribute Towards Improving Regional Air Quality

Gilroy is within the nine-county Bay Area Air Quality Management District. Located at the southern end of the Santa Clara Valley, Gilroy is the recipient of pollutants generated many miles upwind.

Gilroy is also located just north of the border of the North Central Coast Air Basin, comprised of Santa Cruz, Monterey and San Benito County. While air quality problems in this adjacent air basin are not as severe as in the Bay Area Air Basin, this air basin does not meet all state and federal ambient air quality standards. The Bay Area Air Basin has been identified as a contributor to air quality problems in the North Central Coast Air Basin, primarily through transport of pollutants south from the Santa Clara Valley. The reduction of air emissions from Gilroy would, therefore, have beneficial effects on two air basins. [Policies #63-66.]

POLICIES

1. The City will support a system of public facilities which will:
 - support and encourage a contiguous pattern of land use, and discourage premature development or overdevelopment in the absence of necessary municipal improvements;
 - minimize adverse impact on the environment, and adverse fiscal, economic and social impacts on the community;
 - protect the health, safety and general welfare of Gilroy's residents by providing a level of service consistent with the needs of individual neighborhoods and the community as a whole.
2. The City will provide a full range of necessary public facilities and services that are convenient to users, economical, and that reinforce City and community identity.
3. The City should encourage the development of a Community Services Center in order to centralize the City's public and private social service programs. This Center will contain public service programs such as health care programs, nutrition programs and employment counseling.
4. The City will encourage the development of a Senior Citizens Center in which a variety of recreation, health, social and supportive programs for elderly residents will be offered. Ideally, this Center would be located in close proximity to the downtown shopping area and public transportation routes.

PARKS/RECREATION

5. Parks and recreation facilities of varying sizes, function and location will be provided to serve Gilroy's entire population.
6. The City will provide a variety of recreational programs, serving the various age, sex and interest groups in Gilroy in order to enhance the quality of life in the community.
7. Parks and recreational facilities will be equitably distributed throughout the urbanized area. Neighborhood recreation facilities will be provided in existing neighborhoods where such facilities are presently lacking.
8. Gilroy's overall park and recreational area will be based upon its population size. The City should maintain a standard of at least five acres of developed parkland per 1,000 residents.
 - Temporarily vacant land cannot be substituted for permanent publicly-owned park and recreational space.
 - Although quasi-public open space such as camping areas and private clubs and recreational facilities will be encouraged to remain in recreational use on a permanent basis, these areas cannot be substituted for publicly-owned park and recreational space in meeting Gilroy's parkland standard.
9. The City will encourage the development of a variety of leisure-oriented facilities and services, both public and private, which provide recreation as part of the experience of everyday life. Enhanced opportunities for recreation should be provided through all new urban development whenever possible.
10. In private developments, the provision of as much outdoor recreational open space as possible will be encouraged through the use of incentives and regulations. Cluster development providing pedestrian paths and greenways will be supported and encouraged. These open space areas should be linked with existing and planned park and trail corridors to form a viable and extensive open space, bicycle and pedestrian path network.
11. Developers of new residential subdivisions will be required to dedicate land and/or pay fees in lieu of dedication for the acquisition and development of recreational facilities which will serve the subdivision.
12. Wherever possible, school and park facilities will be located adjacent to one another to enable facilities to be shared rather than duplicated.

13. School playgrounds and neighborhood parks will be located along linear parks and greenbelts whenever feasible in order to be linked with the total community system of parks and recreational trails.
14. Neighborhood parks will be no less than three acres in size. These facilities will be located within walking distance for elementary age children. Community parks will be at least 20 to 30 acres in size. Appendix D contains additional information on park facilities and standards.
15. The City should attempt to acquire the rights to use public and quasi-public utility and drainage channel corridors as linear parks to provide the network for a system of pedestrian and bicycle paths. Whenever feasible, recreational open spaces and linear parks should be linked to each other and to those planned by the Santa Clara County Parks and Recreation Department. Where interruption of the open space network is unavoidable, connecting foot and bicycle paths should be marked and made as safe as possible.
16. Existing parks and other outdoor recreation areas will be strongly defended against encroachment by incompatible uses. Where recreational lands must be taken for street right-of-ways or other uses, they will be replaced with other recreation areas of equivalent size, usability, and quality to serve the same population.
17. Parks will designed and landscaped in a way which will minimize their need for maintenance and enable them to resist acts of vandalism. Parks will be landscaped with drought-resistant vegetation whenever possible.

SCHOOLS

18. The timing and location of new residential development will be controlled in a manner which is compatible with the ability of the Gilroy Unified School District to accommodate the additional enrollment which it generates. Verification of remaining capacity in local schools will become part of the review process for residential subdivisions with assigned build-out.
19. In order to offset the costs of those new elementary and secondary school facilities which are needed, developers will be required to dedicate land and/or pay fees for school facilities.
20. New elementary schools will be located on collector streets rather than on thoroughfares.
21. A liaison committee shall be established between the City Council, School Board, and the County of Santa Clara.
22. High quality school sites (based on size, location, and terrain) will be coordinated and provided prior to major new residential development whenever feasible. Site

location considerations include adjacency to planned open space corridors, neighborhood park sites, and bike and pedestrian parks.

23. School facilities should be combined with other human service facility needs and functions such as recreation centers, community halls, senior citizens centers, adult education programs and urban ecology and community garden programs to minimize costs and maximize use of these facilities for the total educational and recreational needs of the community.
24. The design of school facilities should utilize passive solar features to the maximum extent feasible and landscaping using native and other climatically appropriate plant species to minimize on-going energy and maintenance requirements.
25. School district properties no longer needed for school facilities should be utilized for any of the following, as appropriate depending on adjacent land uses:
 - 1) Other public human services
 - 2) Infill high-density housing
 - 3) Commercial development
 - 4) Industrial development

SANITARY SEWERAGE FACILITIES

26. The timing and location of new development will be managed according to the ability of Gilroy's sewerage facility to accommodate the effluent generated by the proposed development. Developers will be required to pay fees to offset the costs of expanding the sewerage system improvements required to accommodate their development. These fees will be paid on a proportional basis in relation to the capacity demanded.
27. The City will discourage the development of package treatment plants. New development will be required to connect to the City's principal sewerage treatment plant. Pre-treatment of wastes may be required.
28. The need for lift stations should be minimized and eliminated where feasible. New sewage lines should be planned and coordinated to minimize crossings and lift stations across Uvas Creek in advance of development west of the creek.
29. Developers will be required to pay total fees for sewer improvements, including pipeline oversizing. Compensation for oversizing will be given to the developer once additional development occurs, utilizing those improvements. Fees will then be assessed for this compensation.

WATER FACILITIES

30. New development will be located in the areas which are most easily supplied by Gilroy's current water system. Developers will pay fees to cover the costs of expanding the City's water supply system on a proportional basis in relation to the supply demanded.
31. The amount of new development will not exceed the ability of the Llagas Groundwater Basin to safely supply the City with water.
32. The City will encourage the conservation of freshwater and the reclamation and reuse of solid and liquid wastes.
33. The City will encourage the use of drought-resistant landscaping and low flow irrigation systems.
34. A high level of water quality will be maintained.

TRANSPORTATION/CIRCULATION

35. The City will ensure that the existing and proposed highways, streets, bike ways and pedestrian paths serve the functions they are intended to serve, while protecting the character of residential neighborhoods. [8-92].
36. Proposed expressway, arterial, collector street and bicycle path alignments will be planned and reserved in advance of development in areas in which increased traffic will be generated. Development will be set back along the entire right-of-way (ROW) with sufficient width to accommodate anticipated future traffic requirements. [8-92].
37. The City shall adopt official plan lines for all designated expressways, arterials, collector streets, and bike paths within the City of Gilroy. The City of Gilroy Standard Details indicate ROW requirements. These standards should be followed except for previously developed facilities where the same traffic function can be performed with a lesser ROW, and a lesser ROW will avoid significant impacts to either the neighborhood or the environment in general. The proposed major street system (designed to accommodate traffic at build-out of the General Plan) is shown on the General Plan Map. [8-92].
38. The City shall work with Santa Clara County to adopt official plan lines for all circulation facilities designated on the General Plan map which are within the jurisdiction of the County. [8-92].
39. Street systems in residential areas will be designed: to encourage direct connections between neighborhoods while discouraging automobile through traffic

within neighborhoods; to encourage internal movement by bicycling and walking; and to provide safer and quieter neighborhoods. [8-92].

40. New development will not be permitted southwest of Uvas Creek unless such development provides adequate bridge service. [8-92].
41. To maximize safety and traffic-carrying capacity, and to maintain the high-speed inter-city character of both Santa Teresa Boulevard and Hecker Pass Highway, driveway intersections on these expressway routes shall not be allowed. Street intersections shall be minimal, with an average spacing of one-half mile between intersections. The City should seek and commit itself to agreements with the City of Morgan Hill and Santa Clara County to define alternative means of access for those parcels that have temporary access openings to Santa Teresa Boulevard. [8-92].
42. The City shall develop a comprehensive citywide street improvement fee for new development to be used to finance General Plan roadway improvements. [8-92].
43. The City will strive to maintain traffic conditions at Level of Service (LOS) C (corresponding to no more than 80 percent of theoretical capacity utilization) at Gilroy intersections and roadways. Exceptions to this standard will be allowed only where the City Council determines that improvements needed to maintain LOS C at specific locations are infeasible. [8-92].
44. To facilitate maintenance of Level of Service C, the City should adopt the functional street and highway improvements indicated in the General Plan Map. The major circulation improvements are listed in the General Plan appendices. [8-92].
45. To minimize traffic conflicts, commercial driveways shall be kept at a minimum number and located so as to prevent conflicts at intersections and with other driveways. [8-92].
46. The City will correct deficiencies and expand the existing facilities and provide for the design of safe, convenient and attractive bicycle and pedestrian facilities whenever possible. [8-92].
47. Proposed expressway, arterial and collector streets on the City's Bikeway Plan will be planned to accommodate bike traffic by appropriate bikeway improvements, including bike paths separated from the roadway when possible. Bicycle and pedestrian paths will be provided along greenbelts, linear parks, public easements and drainages reserved in public open space. [8-92].
48. Street crossings shall be designed to provide for the safety needs of bicyclists and pedestrians. River and other crossings by bridges shall be designed to accommodate bike lanes or paths physically separated from the roadway. Bridges

for the exclusive use of pedestrians and bicycles should be provided whenever barriers exist which impede convenient and safe access. [8-92].

49. The City shall involve private development in providing bikeways and support facilities when such facilities pass through or about a development site. [8-92].
50. The comprehensive citywide street improvement fee shall be used to finance General Plan bikeway improvements in conjunction with roadway improvements. [8-92].
51. New residential and commercial development will be planned to fully accommodate, enhance, and facilitate public transit, including pedestrian and bicycle access to transit. [8-92].
52. The City will cooperate with the County of Santa Clara transit planning effort and especially will plan for new rail and/or other express services to central Santa Clara County. [8-92].
53. Any roadways which must pass through hillside areas will be designed so as to preserve the ecological and scenic character of the hillsides. [8-92].
54. High quality vistas from scenic routes in the Planning Area will be preserved. [8-92].
55. Emphasize non-auto travel modes of transportation. [8-92].
56. Minimize exposure to carbon monoxide by maintaining LOS C whenever feasible per Supporting Policy number 9, thereby minimizing congestion on streets and intersections. Since vehicles generate less air pollutant emissions at higher speed, congestion management has air quality benefits. [8-92].
57. Use project siting to reduce air pollution exposure of sensitive receptors. Locate air pollution sources away from residential areas and other sensitive receptors. Include buffer zones within residential and sensitive receptor site plans to separate these uses from freeways, arterials, industrial sites, point sources, and potential sources of odors or dust. [8-92].
58. Promote the use of trees and plants in landscaping to reduce air pollutant levels. [8-92].
59. Promote high density development with access to public transit and infill development rather than low density urban sprawl. [8-92].
60. Promote mixed land use development. The provision of commercial services such as day care centers, restaurants, banks and stores near employment centers can reduce auto trip generation by promoting pedestrian travel. Providing

neighborhood commercial and park uses within residential developments can reduce short auto trip generation by making pedestrian and bicycle trips feasible. [8-92].

61. Encourage Transportation Systems Management (TSM) plans for major existing and future employers in Gilroy to the extent required by law. Encourage the development of a plan by employers for reducing trips through ridesharing, transit incentives, bicycle amenities, parking management and other means, and provide for continued monitoring of results. [8-92].
62. Require air quality mitigation for new development. Where projects such as retail commercial and residential developments do not lend themselves to trip reduction through ride-sharing for example, other forms of Transportation Systems Management (TSM) and non-TSM measures need to be emphasized to provide off-sets for air quality impacts. Examples of on-site mitigation are provision of bicycle/pedestrian amenities, and development of on-site day care and commercial facilities. Examples of off-site mitigation include creation of park-and-ride lots, construction of transit or pedestrian amenities, and monetary support of transit. Such measures should be part of the environmental review process. [8-92].
63. Cooperate with the regional air quality planning agency (the Bay Area Air Quality Management District) and agencies that deal with issues directly related to air quality such as the Metropolitan Transportation Commission (MTC), and the Association of Bay Area Governments (ABAG) in the development and implementation of regional air quality strategies. [8-92].
64. Balance jobs and housing in future development to provide Gilroy residents the opportunity to work within Gilroy, and reduce long distance commuting both to and from Gilroy. Jobs and housing should be balanced both in numbers and in salary range/housing cost. [8-92].
65. Support the expansion and improvement of local and regional transit systems and ride sharing programs. [8-92].
66. Support subregional coordination with other cities, counties, and planning agencies concerning land use, job/housing balance, and transportation planning as a means of improving air quality. [8-92].

GENERAL PLAN MAP

The location of major existing and proposed circulation routes are shown on the General Plan Map.

Functional classifications of roadways in the City of Gilroy are as follows:

Limited Access: These roadways are limited access routes serving inter-urban, statewide and interstate travel. In view of these functions, as well as the fact that planning of these facilities rests largely with agencies outside of the city, policies of this Circulation Element seek to prevent excessive dependence upon Highway facilities for local trip making.

Three facilities carry the Limited Access classification in the City of Gilroy: [8-92].

Freeway: U.S. 101

Expressway: Portions of Hecker Pass Highway west of Santa Teresa Boulevard.
Santa Teresa Boulevard

Arterial: These streets serve intra-urban travel primarily, carrying traffic from collector level streets to and from other parts of the City. Access to abutting property is subordinate to the primary function of moving traffic between neighborhoods. The number of driveways should be minimized based on this primary function. The following streets and street segments are classified as arterials: [8-92].

- Wren Avenue north of First Street
- Monterey Road, except between Third and Seventh Streets
- Church Street between Cohansey Avenue and Thomas Road
- Chestnut Street between Luchessa Avenue and Tenth Street
- Bolsa Road
- The planned north-south roadway east of U.S. 101 between Masten Avenue and Bolsa Road
- Thomas Road/Luchessa Avenue
- Tenth Street/Pacheco Pass Highway
- Old Thomas Road
- Rossi Lane
- Gilman Road
- First Street
- Welburn Avenue east of Wayland Avenue
- Leavesley Road
- Farrell Avenue
- Cohansey Avenue
- Mantelli Drive east of Calle Del Rey
- Buena Vista Avenue
- Day Road
- Masten Avenue/Fitzgerald Avenue

Collector: Collector streets provide links between local streets and arterials designed to serve neighborhood traffic. This traffic may include trips between adjacent neighborhoods, but collector streets are not intended to handle cross-town traffic. An important collector street function is to provide access to abutting property. However, on

higher-volume collectors, direct-access from single-family residential driveways should be discouraged or minimized for reasons of both traffic safety and residential livability.

Local Access Street: Local streets are intended to provide direct access to abutting land uses. All Gilroy streets not classified in one of the above categories are designated as local access streets.

The major community recreational facilities in the Planning Area include:

- Existing Facilities

- Christmas Hill Park
 - Las Animas Park
 - Gilroy Golf and Country Club
 - Gilroy High School Recreation Area
 - Gilroy's Neighborhood Parks and Mini-parks

- Proposed Facilities

- West Branch of Llagas Creek Linear Park
 - Uvas Creek Linear Park
 - Ronan Channel Linear Park
 - Hillside Community Park
 - Day Road Community Park
 - Other neighborhood parks to be dedicated (or acquired from fees in lieu of dedication) as part of future development proposals.

In addition to the existing school facilities, seven new school facilities (5 elementary and 2 secondary) are designated on the General Plan map to accommodate anticipated growth through 2000. Given the current adequacy of other public buildings, such as the library, and the police and fire stations, and the City Hall facilities, no additional land is reserved on the General Plan map for these uses. However, the quality and adequacy of these services should be continuously evaluated, and the construction of new facilities should be programmed when the need is demonstrated.

IMPLEMENTATION

- A. Review the present ordinances relating to park dedication and school fees and update them, if necessary, to reflect current costs of facility expansion.
- B. Develop a Parks and Recreation Master Plan to identify sites and corridors for potential park purposes, prioritize acquisition and development, specify guidelines, criteria and maintenance procedures, identify and evaluate alternative means of funding, and develop incentives for private development to provide additional open space and recreation opportunities.
- C. Work closely with Santa Clara County, Santa Clara Valley Water District, the utility companies and other agencies in developing a bike and pedestrian path

system separated from auto traffic to provide both a pleasant means of recreation and transportation. Public and quasi-public utility and flood control channel corridors furnish an excellent opportunity for linking open space and park activity areas, schools, shopping areas, and residential neighborhoods in the Gilroy Planning Area. The Ronan Channel easement and creekside easements along the Uvas and both branches of the Llagas Creeks should be utilized for this purpose.

- D. Of the proposed recreational facilities on the General Plan map, give first priority to the development of the Uvas Creek Linear Park because of its integral and strategic location with the urbanized area. Develop Uvas Park Drive as a two-lane recreational road which will accent the Uvas natural area. Provide pedestrian and bicycle trails within the linear park and limited parking turn-out areas along the Uvas Park Drive right-of-way.
- E. When the City acquires park sites in urbanized areas, it pays a premium price for the parkland. Therefore, to the greatest extent possible, purchase park sites prior to urbanization and actual need in order to conserve park acquisition monies. Lease acquired sites for agricultural or other uses until park development is required and programmed.
- F. Enlist the aid of volunteer citizens and service groups whenever possible when undertaking improvements to the City's parks and open space preserves.
- G. Actively encourage joint-use and joint-power approaches to providing facilities with the Gilroy Unified School District, Gavilan Junior College and other appropriate agencies.
- H. Periodically evaluate the public facility standards to redefine levels of service and accessibility criteria.
- I. Utilize Gilroy's Capital Improvement Program as the vehicle for determining what facilities are necessary over time in relation to the City's financial resources.
- J. Determine the feasibility of using Wheeler Auditorium as a Community Center. Its proximity to the Central Business District and City offices makes it an ideal location for this type of facility.
- K. Unless the average per capita daily discharge of sewer effluent drops dramatically, the City's anticipated population growth between 1985 and 2000 will necessitate additional sewer capacity (over and above the 1980 expansion). The City must, therefore charge development fees on a proportional basis in relation to capacity demanded to offset the costs of sewer capacity expansion.
- L. Work closely with the Santa Clara Valley Water District in establishing the safe-yield of the Llagas Groundwater Basin and in monitoring the water levels of the water basin.

- M. Work closely with the County and the Water District in monitoring and evaluating the potential impact of proposed development, including sewer projects and septic tank usage north of the City on the Llagas Groundwater Basin to insure a high level of water quality.
- N. Undertake a water conservation program in conjunction with the water districts and environmental groups, aimed at educating residents on water conservation techniques and the savings accrued by these techniques.

Traffic Movement

- O. In new residential areas, the City will discourage through traffic by implementing local streets which are relatively short and discontinuous. Cul-de-sac streets and loop streets exemplify potentially appropriate designs for local streets. Direct interconnections should be provided at regular intervals with Collector Streets. [8-92].
- P. Collector Streets in new residential areas should be designed to serve no more than approximately 300-600 homes. Collector Streets between new residential subdivisions should not be made continuous if the combined street will serve more than the equivalent of 600 single-family homes. [8-92].
- Q. To facilitate access by public safety vehicles, dual access should be required on all streets serving 26 or more dwelling units. [8-92].
- R. Measures should be initiated to discourage through-traffic on residential streets and collectors. These efforts should focus on discouraging traffic through inherent design of the street system, rather than use of diverters and similar traffic management devices. [8-92].

Bicycles

- S. The City should work with the County in implementing trails and bike paths planned locally as part of the County-wide network in the County Trails and Pathways Master Plan. New development along designated trail or bikeway corridors should be required to dedicate land and construct the designated facility. [8-92].
- T. The City should implement the comprehensive City Bikeways Plan shown in the General Plan appendices. Developers shall be responsible for implementing planned bike paths/lanes within and along the frontage of their parcels. [8-92].
- U. The City should work with Caltrans and the Santa Clara Valley Water District to provide bike and pedestrian bridge crossings across the South Valley Freeway and drainage channels. [8-92].

- V. The City should work with the County Transit District to develop standards for providing bike racks and lockers at major transit stops where applicable. New public institutions, industrial parks and shopping facilities should be required to provide bike storage racks at convenient locations where applicable. [8-92].
- W. Developers should be required to provide easements between cul-de-sacs and closed loop streets for pedestrian and bicycle access only where needed to provide access between neighborhoods and where designed to allow for public safety with minimum maintenance. [8-92].
- X. The City should maintain and improve the quality of the surface of the right-hand portion of existing roads, as well as the travel lanes, so that they are suitable for bicycle travel, regardless of whether or not bikeways are designated. [8-92].
- Y. The City should design all future roads, bridges and facilities to accommodate bicycle and pedestrian travel. [8-92].
- Z. If all other appropriate street modifications are determined to be infeasible, existing on-street parking should be removed or restricted in areas of critical width in order to facilitate traffic flow, and accommodate bike lanes. [8-92].
- AA. The City should require safe and adequate facilities for storing and locking bicycles at trip destinations such as business and employment centers, recreation areas, major public facilities, transportation centers, and other non-residential locations. Shopping centers, industrial centers, apartments and condominiums should be required to provide bicycle parking as well as automobile parking. [8-92].
- BB. Bike paths should be designed to be wide enough for emergency vehicles where other emergency routes do not exist, and they should be located and designed to enhance the personal safety of bicyclists. [8-92].
- CC. Removable bollards or other devices should be used to prevent vehicles other than emergency and maintenance vehicles from using the bike paths. [8-92].
- DD. The City should follow the criteria for bikeways outlined in the California Department of Transportation's publication Planning and Design Criteria for Bikeways in California. This document's key design guidelines are summarized in the General Plan appendices. [8-92].
- EE. A 10-foot curb lane should be provided on each side of expressways to serve as both an emergency stopping lane and a bike lane. [8-92].

Mass Transit

- FF. Land should be reserved in the vicinity of the existing Southern Pacific terminal for potential use as a station and park-and-ride lot for commuter rail service. [8-92].

- GG. A 42-foot wide median should be provided along Santa Teresa Boulevard to accommodate either a potential light rail line or high-occupancy vehicle lanes to central Santa Clara County. [8-92].

Scenic Routes

- HH. The City has designated as scenic routes those roads and highways listed in the General Plan appendices. The appendix also indicates the scenic features and implementation recommendations associated with each scenic route. [8-92].
- II. The City should require protection of existing trees and natural features and screening of new development along Santa Teresa Boulevard and Hecker Pass Highway. The City should require new industrial development and should encourage existing industrial development to provide landscape screening along the South Valley Freeway to protect and enhance existing views of farmland and surrounding hills. The City should work with Caltrans and the County to provide additional landscaping along the freeway right-of-way to implement the designation of the freeway as a scenic highway and as the primary "visitor-serving" traffic artery in the Planning area. [8-92].

Transportation Systems Management Ordinance

- JJ. The City should develop and adopt a Transportation Systems Management (TSM) Ordinance covering existing and future large employers. This ordinance should have as a goal the reduction of daily trips as well as reduction in peak hour trips without adversely impacting existing or future businesses in Gilroy. [8-92].

Air Quality Mitigation Program for New Development

- KK. The City should develop policies and guidelines to be used by developers and consultants in evaluating the need for air quality mitigation for projects. Under this policy new developers would be required to mitigate air quality impacts by creating offsetting reductions in air pollutant emissions by providing, for example, pedestrian or bicycle amenities, transit support, transit amenities such as bus shelters, or funding for off-site improvements such as park-and-ride lots. This is especially to be stressed where other forms of TSM measures such as ride-sharing are less effective. [8-92].



CITY OF GILROY
CIRCULATION ELEMENT

BIKEWAYS

TJKM

FIGURE III

THIS PAGE INTENTIONALLY LEFT BLANK

APPENDIX A: INDEX TO COMPONENTS OF MANDATED AND OPTIONAL ELEMENTS

Components of Mandated and Optional Elements	<u>General Plan</u>		<u>Tech. Appendix</u>	
	Chapter	Page(s)	Chapter	Section
LAND USE ELEMENT ¹	I	2,3	---	---
Policies and Phasing	II	2-5	---	---
Density	IV	3,4	VII	---
Hazardous Areas	III	2-6	IV	2-5
Land Use Map	I	Fig.1	VII	---
Implementation Program	II	5-9	---	---
	III	7-11		
CIRCULATION ELEMENT ¹				
Assessment	---	---	IX	---
Policies	VI	7-10	---	---
Map of Circulation System	I	Fig.1	---	---
Description/Standards	VI	10-11	---	---
Implementation Program	VI	12-16	---	---
HOUSING ELEMENT ¹				
Existing Units	IV	1	V	1
Potential Units	---	---	V	1
Existing Sites	---	---	VII	---
Population Characteristics	---	---	VIII	1-5
Assessment of Need		---	V	2
Policies/Implementation	IV	1-5	---	---
CONSERVATION ELEMENT ¹				
Analysis of Areas	III	1-2	III	1-4
Areas of Concern	III	1-2	III	1-4
	App.B	1-3		
Development vs. Critical Areas	App.B	1-3	---	---
Policies/Criteria	III	1-2	---	---
Implementation Program	III	8-9	---	---
OPEN SPACE ELEMENT ¹				
Analysis of Areas	App.B	1-3	III	1,3
	III	1	IV	2,3,4
Policies	III	1-2	---	---
Criteria for Preservation	III	2	---	---
Definition of Categories	III	2,7	---	---
	Fig.1			
Implementation Program	III	8-9	---	---

SAFETY ELEMENT ¹

Identification of Hazards	---	---	IV	1-5
Acceptable Risk	III	2	---	---
	App.C	1-3		
Policies	III	2-5	---	---
Implementation/Mitigation	III	10-11	---	---

NOISE ELEMENT ¹

Existing Noise Levels	---	---	IV	5
Future Noise Levels	---	---	IV	5
Policies/Standards	III	5-6	IV	5
Implementation Program	III	11	---	---

SEISMIC SAFETY ELEMENT ²

Identification of Hazards	---	---	IV	4
Evaluation of Land Use	---	---	VII	---
Structural Hazards	App.C	1-3	---	---
Policies	III	3	---	---
Implementation Program	III	10-11	---	---

SCENIC HIGHWAYS ²

Identification	App. E	1	---	---
Policies	VI	5-6	---	---
Implementation Program	VI	11	---	---

HISTORIC PRESERVATION ²

Identification of Sites	---	---	III	1
Policies	II	3	---	---
	IV	2		
	V	3-4		
Implementation Program	II	6-8	---	---
	V	7		

ENERGY ELEMENT ²

Policies	II	4	---	---
Implementation	II	9	---	---

¹ Mandated Element - State Government Code 65302

² Optional Element

APPENDIX B: SPECIAL PLAN AREAS

Three Special Plan Areas are identified on the General Plan map. Each of these areas needs special attention in determining the type, location and character of development. The General Plan recognizes that Specific Plans or development guidelines and criteria will be developed by the City to guide development in each of these areas.

SPECIAL PLAN AREA 1A

Location - Situated in the hills near the municipal golf course: north of Hecker Pass Highway and west of Santa Teresa Boulevard.

Size - This area consists of approximately 700 acres.

Attributes - This area is an integral part of Gilroy's visual backdrop. It is characterized by slopes which vary from moderate (10-30% slope) to steep (exceeding 30% slope). Although Hillside Residential Development is indicated, it is crucial that development in this area is both compatible with and sensitive to the hillside environment. Development in this area should be clustered in the least steep and most visually unobtrusive areas.

Property ownership in this area dictates that a careful analysis of each property must be undertaken in order to protect the open space areas.

Strategy - Regardless of which strategy the City chooses to pursue, the basic objective is to preserve the most critical environmental and visual portions of the area by channelling development away from these areas into the less sensitive areas. Among the techniques for achieving this objective are the following:

1. Transfer of Development Rights

The basic concept underlying the Transfer of Development Rights (TDR) is simple. It assumes that the title to real estate is a "bundle of individual rights", each one of which may be separated from the rest and transferred to someone else, leaving the original owner with all of the rights of ownership. This is the same concept which is applied with the separation of mineral rights and mortgage liens.

The TDR technique could be used very effectively to preserve Open Space in this area, with no direct cost to the City. The owners of Open Space would be induced to preserve their land by compensating them through the sale of their development rights to developers of Hillside Residential property.

To make such sales possible, a market would be created in which owners of developable land would have to buy development rights from owners of Open Space as a prerequisite for higher density development. The maximum permissible density in the Hillside Residential zone would be based on actual site conditions (such as slope and other environmental factors) established in the Hillside

Development Ordinance. Without purchasing additional development rights, the owners of Hillside Residential property might only be allowed to build on 1-2^{1/2} acre lots.

2. Open Space Easement Contracts

Section 51050 of the Government Code permits cities and counties to accept grants of open space easements. An open space easement can cover an entire parcel or any portion of it, and prohibits building on that area for a minimum term of 20 years. In return, the landowner obtains a reduction in real property assessment because the land must then be assessed on its open space value rather than on the basis of a greater development potential. When compared to TDR, the disadvantage of this technique is that it does not guarantee that the land will permanently remain in Open Space.

The Hillside Residential portions of Area 1A would not be affected by this technique. They would be developed in a style and at a density established by the Hillside Development Ordinance.

3. Acquisition

The least desirable technique from the City's point of view is acquisition of Open Space areas. As the title implies, the City would purchase or acquire all the land designated as Open Space. Capital and maintenance costs could be a limiting factor in the City's ability to acquire major portions of this land.

As with the previous technique, the Hillside Residential areas would be developed in accordance with the Hillside Development Ordinance.

SPECIAL PLAN AREA 1B

Location - Hillside area to the southwest of Santa Teresa Boulevard.

Size - Approximately 850 acres.

Attributes - This area has many of the same attributes as Area 1A. Forming an expansive scenic backdrop around the entire southwest portion of town, it is, perhaps, Gilroy's most important visual asset. The area is characterized by slopes which vary from moderate (10-30% slope) to steep (exceeding 30% slope). Although Hillside Residential Development is indicated, it is crucial that development in this area is both compatible with and sensitive to the hillside environment. Development in these areas should be clustered in the least steep and most visually unobtrusive areas.

Strategy - As with area 1A, the basic objective of the Special Plan is to preserve the most critical environmental and visual areas by transferring development away from the critical areas into less sensitive areas. If Special Plan Area 1B remains in limited ownership, the

transfer of development rights and acquisition techniques discussed above will not be necessary and/or applicable. However, open space easement contracts should be considered in this area.

SPECIAL PLAN AREA 2A

Location - Rural residential area situated east of Route 101, between Leavesley Road and Las Animas Avenue.

Size - Approximately 280 acres.

Attributes - In contrast to the rural residential area north of Buena Vista Avenue, this area is largely undeveloped. A special effort is required to achieve a more coherent land development scheme in this area than has been typical in other large lot residential areas.

Strategy - The Specific Plan should promote a PUD (Planned Unit Development) approach for the development of contiguous parcels in this area. It should also develop a detailed and unified circulation plan for the area.

SPECIAL PLAN AREA 3A [Removed]. [1-92].

THIS PAGE INTENTIONALLY LEFT BLANK

APPENDIX C: LEVELS OF ACCEPTABLE RISK AND DAMAGE RELATED TO KIND OF FACILITY AND OCCUPANCY

Level of Acceptable Risk	Kinds of Structure	Acceptable Damage
Near Zero	<p>HIGHLY CRITICAL STRUCTURES AND OCCUPANCIES Structures whose continued functioning is critical, or whose failure might be catastrophic: nuclear reactors, large dams, power/energy systems, plants manufacturing or storing explosives or toxic or highly flammable materials.</p> <p><u>Examples:</u> Anderson Reservoir Dam, electric transmission lines, natural gas transmission lines.</p>	None which would expose large population to death or serious injury or impair the safety of the facility or disrupt its function.
Extremely Low	<p>STRUCTURES CRITICALLY NEEDED AFTER DISASTER Structures the use of which is critically needed after a disaster: important utility centers; hospitals; fire, police, and emergency communication facilities; fire stations; and critical transportation elements such as bridges and overpasses; also smaller dams.</p> <p><u>Examples:</u> Wheeler Hospital, convalescent hospital, fire stations, government center, ambulance service, Uvas Reservoir Dam, Chesbro Reservoir Dam, South Valley Freeway, Highway 152, Highway 101, major railroad grade crossings, electrical substation and natural gas distribution lines, city wells and large water mains, city trunk sewer lines, lift stations, and waste treatment facility</p>	Minor non-structural; facility should remain operational and/or be susceptible to quick restoration of service.
Low	<p>HIGH OCCUPANCY STRUCTURES Structures of high occupancy, or whose use after a disaster would be particularly convenient: schools, churches, theaters, large hotels, and other high-rise buildings housing large numbers of people, other places normally attracting large concentrations of people, civic buildings, secondary utility structures, extremely large commercial enterprises, most roads, alternative or noncritical bridges and overpasses.</p> <p><u>Examples:</u> Multi-story "seniors" apartment, local schools, Gavilan College, Wheeler Auditorium, local churches, Armory.</p>	No structural damage which would materially impair safety; structures should remain usable; some impairment of function acceptable.

Ordinary

ORDINARY RISK TOLERANCE

The vast majority of structures in urban areas: most commercial and industrial buildings, small hotels and apartment buildings, and single-family residences.

Examples: Local roads and bridges, local utility lines, telephone service, central business district, shopping centers and highway commercial facilities, 1-2 story apartment buildings, mobile home parks, single-family homes.

The vast majority of structures consist of commercial and industrial buildings, small hotels and apartment buildings, and single family residences, for which an "ordinary" degree of risk should be acceptable. For earthquake hazards, the criteria envisioned by the Structural Engineers Assoc. of California provide the best definition of the "ordinary" level of acceptable risk. These criteria require that buildings should be able to:

- a) Resist minor earthquakes without damage;
- b) Resist moderate earthquakes without structural damage, but with non-structural damage.
- c) Resist major earthquakes, of the intensity or severity of the strongest experienced in California, without collapse, but with some structural as well as non-structural damage.

Moderate to High

MODERATE TO HIGH RISK TOLERANCE

Open space uses, such as farms, ranches, and parks without high occupancy structures; warehouses with low intensity employment storing non-hazardous materials.

Examples: Gilroy Country Club, Gavilan Golf Course, neighborhood and citywide parks, Christmas Hill Park, other private and public open space recreation areas, agricultural lands, hillside open space.

Structures for human occupancy should meet damage criteria specified for Risk Class 4, except where occupancy is high in which case the damage criteria for Risk Class 3 should apply.

*Except where otherwise indicated "Acceptable Damage" relates to damage from the maximum probable earthquake, i.e., Richter magnitude 8.3 and epicenter within 100 miles. In most structures, it is expected that structural damage, even in a major earthquake, could be limited to repairable damage if the structures were properly designed and high hazard areas were avoided.

APPENDIX D: NEIGHBORHOOD AND COMMUNITY PARK STANDARDS

NEIGHBORHOOD PARK

Use - Primarily used by senior citizens, school age children and family groups. These facilities seldom, if ever, include specialized types of development which would attract participation from outside the immediate neighborhood.

Size/Location - Minimum size of 3 to 5 acres. These facilities will be located within walking distance for elementary age children.

Facilities - These facilities will be carefully planned to blend with neighborhood aesthetics, as well as to maximize public use. A combination of activity areas, passive or quiet areas and landscaping must be carefully blended. In each case, function will be combined with the open space feeling that is associated with a neighborhood park site. A neighborhood park could contain the following facilities:

1. Children's creative play area (includes pre-school play equipment).
2. Overhead shelter area (near play areas).
3. Multi-use games courts (basketball, volleyball).
4. Special court areas (shuffleboard, horseshoes).
5. Open turf areas (for informal games).
6. A small wading, spray or walk-to swim pool.
7. Picnic facilities (tables, braziers, etc., with a shelter if possible).
8. Lighting for night use and protection.
9. Off-street parking (as necessary to the location).
10. Restroom and recreation checkout facility.

NEIGHBORHOOD PARK - SCHOOL

Use - This type of facility is very similar in service and function to that of the neighborhood park.

Size/Location - Unlike the neighborhood park, less municipal acreage is required because the school portion of the combination contains many of the components required in a neighborhood park. The service radius of the park-school combination is the same as that of the neighborhood park.

Facilities - The park-school combination is more economical from a land acquisition and development standpoint than the neighborhood park because certain types of equipment, areas and buildings can be utilized for both education and recreational needs. For example, play apparatus, games courts, off-street parking, restroom facilities and multi-purpose rooms may be provided by the school and programmed for recreational use. The park portion of the facility could therefore be developed without those components provided on the school portion.

COMMUNITY PARK

Use - These leisure facilities are planned to serve the broader recreational needs of many neighborhoods. This type of park generally serves persons who will travel to them by automobile, as opposed to the neighborhood park, which serves walk-in users. The community park will serve all the age groups accommodated in the neighborhood park, and include areas and facilities for the needs of teenagers, young adults and senior citizens.

Size/Location - The minimum size of these parks will be 20 to 30 acres.

Facilities - Community parks could include provisions for a large children's creative play apparatus complex, including an area for pre-school children and a parent's observation shelter area. Picnic facilities will be provided both for family and individual use; as well as shelter areas and organizational picnic areas to accommodate larger groups. Major athletic fields for softball, soccer, football and unsupervised free play will be provided. A community building with meeting rooms, kitchen, crafts area, and aquatic center will be considered at all community park locations.

COMMUNITY PARK - SCHOOL

Use - The community park-school is very similar in service and function to that of the community park. The difference between the community park and the park-school combination is that less municipal acreage is required because the park is integrated with a junior or senior high school to provide space for the outdoor and indoor recreation activities under supervision from both the school and community.

Size/Location - The school site should contribute eight to ten acres of usable recreational land that should not have to be duplicated by the Parks and Recreation Department. The municipal portion of the site will therefore range in size from 10 to 20 acres.

Facilities - The community park-school will contain the same facilities as the community park. The advantage of the community park-school is that many facilities can be jointly utilized by both the school and the Gilroy City Parks and Recreation Department. Among those facilities which lend themselves to joint use are: aquatic center, major athletic fields, multi-use courts and gymnasium.

APPENDIX E: SCENIC FEATURES

<u>Route</u>	<u>Scenic Feature</u>	<u>Desirable for Implementation</u>
Uvas Park Drive Entire length of drive	Riparian habitat consisting of trees, creek and open space	Use only as a recreational roadway; minimize through traffic. Utilize natural vegetation for landscaping. Install vista and turnout points.
Miller Avenue From First Street to Mesa Road	Stands of trees, creek crossing and access and curving road	Trees lining Miller Avenue should be retained. New trees should be planted in the areas where they are presently lacking. The ravine along Miller Avenue extending south from Christmas Hill Park should be preserved and used as a trail and/or bikepath corridor to serve as an additional buffer to new development.
Santa Teresa Boulevard	Panoramic View and Open Space	Do not permit development on hillsides with slopes which exceed 30%. In areas where hillside development is permitted, ensure that the development is compatible with the hillside environment. Promote clustering of development. Prohibit free standing signs unless in profile and in scale with surroundings in areas of neighborhood commercial development. Require landscape screening of both proposed residential and commercial development.
Hecker Pass Road west of Santa Teresa Boulevard	Panoramic View and Open Space and road lined with Deodar Cedar trees	Prohibit development in hillsides with slopes which exceed 30%. In areas where hillside development is permitted, ensure that the development is compatible with the hillside environment. Promote cluster development. Preserve roadside trees and views of Uvas Creek and adjacent hillsides.

<u>Route</u>	<u>Scenic Feature</u>	<u>Desirable for Implementation</u>
Sixth Street between Monterey Road and Miller Avenue	Street lined with Sycamore trees	Trees lining Sixth Street should be retained.
South Valley Freeway	Panoramic View and Open Space	Promote landscape screening of new industrial development, particularly storage and loading areas. Encourage additional landscaping of freeway right-of-way. Prohibit large free-standing signs except at freeway exits.

APPENDIX F: GENERAL PLAN AMENDMENT POLICY

POLICY SETTING FORTH PROCEDURES FOR AMENDING THE GENERAL PLAN OF THE CITY OF GILROY, CALIFORNIA

Adopted 7/6/81

I. STATEMENT OF INTENT

The intent of this policy is to establish a procedure whereby citizens and officials of the City of Gilroy can petition for amendments to the City's adopted General Plan text and map. Further, the amendment procedure shall meet the requirements of Article 6 Section 65361 of the Planning and Zoning Law from the California Government Code, and shall include appropriate environmental assessments.

II. POLICY ON CONSISTENCY WITH THE ZONING ORDINANCE AND MAP

Applications for a zone change or residential development requests, which would create a zoning district or development not in conformance with the General Plan land use designation for that area, will not be accepted, until an amendment of the general plan map to an appropriate designation has been adopted by the City Council.

III. GENERAL PLAN AMENDMENTS - ANNUAL REVIEW

The Planning Commission and the City Council shall each hold public hearings beginning each January for the purpose of an annual review of the General Plan. Such review will be based on changes in the data accumulated in the preceding year relative to changes in population, housing, and development. The Planning Commission may recommend, and the City Council may adopt such amendments to the General Plan text and map that it deems appropriate. Included in the annual review may be an annual update of the phasing established under the guidelines of Chapter II of the General Plan.

The Commission and Council will consider citizen-initiated, Planning Commission initiated, and/or City Council initiated general plan map or text amendments at the time of the annual review.

IV. GENERAL PLAN AMENDMENTS - FOLLOWING ANNUAL REVIEW

The Planning Commission and City Council may choose to hear other requests for amendments to the General Plan, at other times during the year, on an emergency basis only. However, the City Council shall not amend the General Plan more than three times in any given year.

THIS PAGE INTENTIONALLY LEFT BLANK

APPENDIX G: GENERAL PLAN DESIGNATIONS AND CONFORMING ZONING

		CONFORMING	OTHER ACCEPTABLE
<u>GENERAL PLAN DESIGNATION</u>		<u>ZONING DISTRICT</u>	<u>ZONING DISTRICTS*</u>
Residential:	Rural	A1	
	Hillside	RH	
	Low	R1	R2(in "old quad" only)
	Medium	R2,R3	R1
	High	R4	R1, R2, R3
Commercial:	Office	PO	
	Local	C1	PO
	Central Business District	C2	C1
	General Services	C3	C1, CM
	Visitor Services	HC	
Industrial:	Industrial Park	M1	
	General	M2	M1
		OS	
Other:	Open Space	PF	
	Park/Public Facility	C3	OS

*Zoning districts for Agriculture (A1), Open Space (OS), and Public Facilities (PF) are acceptable zoning districts for land in any general plan designation.

BIBLIOGRAPHY

The other reports which have been produced in this program, and upon which this General Plan is largely based, are as follows:

Modified Draft General Plan, prepared by Duncan & Jones, June 6, 1979.
Draft General Plan, prepared by Duncan & Jones, February 20, 1979.
Sketch General Plan, prepared by Duncan & Jones, November 20, 1978.
Issues, Opportunities and Constraints (I, O & C), prepared by Duncan & Jones, September 12, 1978 (with subsequent additions).

In addition, the following documents and discrete elements have been relied upon heavily:

1985 General Plan, prepared by Duncan & Jones, August 1968.
Proposed Seismic Safety/Safety Element, prepared by William Spangle & Associates, November 1977.
Noise Element, prepared by City Staff, January 1975.
Environmental Resource Management Element (ERME), prepared by City Staff, May 1974.
Housing Element, prepared by City Staff, March 1973.
Policy Binder, a compilation of Council policies, compiled by the City Staff, 1979.

These reports contain most of the supporting documentation of the policies and implementation recommendations included in the General Plan. The most germane data and supporting documentation is in the Plan's Technical Appendix. A Master Environmental Impact Report on the Modified Draft General Plan was also prepared.

Appendix H

HOUSING ELEMENT

HOUSING POLICIES AND PROGRAMS

Document Prepared by: Melanie Shaffer Freitas
Freitas + Freitas
Engineering and Planning Consultants
501 Mission Street
Santa Cruz, California
(408) 429-5018

**CHAPTER 7:
HOUSING
POLICIES
AND
PROGRAMS**

HOUSING POLICIES AND PROGRAMS

Based on information as provided in Chapters 1 through 6 of this document, housing policies and programs for the 1990-95 time frame have been developed. These policies and programs were developed after reviewing the housing programs and policies from the 1986 Housing Element (Chapter 6) as well as a review of the current housing market in Gilroy (Chapters 1-3), a projection of future needs (Chapter 4), and an evaluation of constraints to the production of housing (Chapter 5).

For example, in Chapter 6, "Review of 1986 Housing Element," the existing policies and programs of the 1986 Housing Element were evaluated for effectiveness and appropriateness. As that review indicates, the City of Gilroy was successful in achieving its quantified goals for New Construction and Rehabilitation/Conservation of Units. However, the City fell short of achieving its goals for producing more affordable housing. This is one area, therefore, that is emphasized in the 1990-95 anticipated housing programs.

In regards to continuing existing housing programs into the future, the review of the accomplishments and the policies from the 1986 Housing Element indicated that the policies from the 1986 Element are still appropriate for the 1990 Housing Element. Therefore, the basic direction and policy framework of the 1986 Housing Element will continue to be followed in the 1990 Housing Element. However, in light of the current housing market and projected housing needs, it is evident that some of those 1986 policies and programs need to be strengthened and expanded. In specific, the following changes need to be made for the 1990 Element:

- ☐ revise the Residential Development Ordinance so that more housing is provided that is affordable to low and moderate income households,
- ☐ encourage the development of more affordable units in projects that are exempt from the RDO or sewer allocations, such as in-fill development or accessory units,
- ☐ direct more attention to the housing needs of very low income and low income renter households, and
- ☐ provide more affordable rental housing through either new construction or rehabilitation of existing units.

In order to help achieve the objectives listed on the previous page, it is also recommended that the City take a more active role in the development of housing policy and programs in the 1990-95 time frame. The creation of a permanent citizen advisory committee is one of the recommended housing programs as well as the possibility of employing a Public Education Officer as a staff person to help in informing the public of housing opportunities, rights and responsibilities.

New Construction Estimates

An area of concern that surfaced during the review of the City's projected housing needs for the 1990-95 time frame was the unrealistically large ABAG estimate of projected housing need. As noted in Chapter 4 of this document, ABAG has estimated that 5,145 units are needed from 1988-95 to accommodate projected housing needs for Gilroy. After adjusting for units added to the housing stock from 1988-90 (332 units total), the remaining need for 1990-95 is 4,813 units. While the analysis of vacant and underdeveloped land (see pages 37-39) indicates that there is sufficient land available to accommodate that number of units, there is not sufficient infrastructure available. In specific, one of the constraints identified to new housing development (see pages 46-47) is the lack of available sewer capacity. Assuming that the City is able to provide additional sewer capacity in the 1990-95 time frame, there is the potential of only 1000-1400 permits that could be issued during that time frame. There is no possibility that the entire 4,813 estimate could be provided with sewer service during that time frame.

One other objection to the 4,813 estimate is the fact that the addition of this large of a number of units to the City's housing stock would increase the City's existing housing stock by approximately 50%! To expect a City to increase its housing unit count by 50% in just a 5 year period is an unrealistic and problematic request. This dramatic increase in the City's housing stock would impact all aspects of the residential environment including traffic and circulation, school enrollment and overall quality of life.

Summary

In summary, then, the 1990-95 Housing Programs will continue in the overall direction of the 1986 Housing Element with additional emphasis placed on the provision of more affordable

housing units, the conservation of the existing stock of affordable unit, increased City efforts in housing policy and development and the allocation of permits for new construction subject to the availability of adequate sewer capacity. The goals for new construction, affordability of units and rehabilitation/conservation are listed below. On the following pages then are the descriptions of the actual housing programs which will implement the identified goals.

Illustration #15:

HOUSING GOALS FOR 1990-1995

CONSTRUCTION GOAL: 1320-1520 Building Permits or Residential Development Allocations	Programs to Assist in Achieving New Construction Goal: Program #1: Residential Development Ordinance (900 Units - RDO Allocations) Program #2: 100% Affordable Projects/RDO Exempt (44-60% of all RDO Allocations = 400-600 Units) Program #3: Accessory Unit Program (20 Accessory Units - Building Permits)
AFFORDABILITY GOAL: 752-952 Units Affordable to Very Low, Low and Moderate Income Households	Programs to Assist in Achieving Affordability Goal: Program #2: 100% Affordable Projects/RDO Exempt 44-60% of all RDO Allocations (400-600 Very Low and Low Income Units) Program #3: Inclusionary Housing Units 25% of all RDO Allocations (225 Very Low, Low and Moderate Units) Program #13: Wheeler Senior Center Facility (102 Households Assisted) Program #14: Shared Housing (25 Households)
REHABILITATION GOAL: 100-125 Units	Program to Assist in Achieving Rehabilitation Goal: Program #17: Housing Rehabilitation Program (100-125 Units Rehabilitated)
CONSERVATION GOAL: 172 Units Preserved 335 Mobile Homes Conserved	Programs to Assist in Achieving Goal: Program #10: Preservation of Existing Assisted Units (172 Units) Program #12: Conservation of Existing Mobile Homes Stock (335 Existing Mobile Homes)

*Policy A:
Encouraging a
balanced community
and providing a
variety of housing
types and prices.*

Policy A: The City will continue to work towards the goal of a balanced community with a variety of housing types and prices, sufficient job opportunities, and an efficient and adequate provision of City services and amenities.

***Program #1: Provision of More Affordable Units Through
The Residential Development Ordinance***

Description of Program: Assuming sufficient sewer capacity, permits for new construction are issued through the Residential Development Ordinance Process. The current allocation limit is 450 units per year, effective in 1994. The City will evaluate the effectiveness of this program and make necessary changes so that more affordable housing units are produced. Changes to the Residential Development Ordinance should be made to reduce the current impediments to construction of affordable units. Specific actions to be undertaken include:

1. *Evaluate current process for allocation of permits so that greater emphasis and more points are given to projects that will provide long-term affordable housing for very low, low and moderate income households.*
2. *Revise point allocation system so that more emphasis is placed on developments that provide a mixture of housing types (i.e. single family as well as multi-family units) within a specific project.*
3. *Provide a mechanism to ensure long-term affordability or, in the alternative, a mechanism to recapture the investment if affordability is lost.*
4. *Provide sufficient staff resources to monitor long-term affordability guarantees of affordable projects.*

Responsible Party: City of Gilroy Planning Department, Housing Task Force and Development Community

Time Frame: 1990-1995

Objective: 900 Allocations Issued

Program #2: 100% Affordable Housing Projects

Description of Program: The allocation limit as set by the City Council for the Residential Development Ordinance process is 450 units per year estimated to begin in 1994. The City will evaluate the appropriateness of this limit in light of the future demand and community needs which will exist when sewage capacity becomes available. The City will evaluate the impact

Policy A:

*Encouraging a
balanced community
and providing a
variety of housing
types and prices.*

(Continued)

of waiving projects which are 100% affordable to very low and low income households from certain requirements of the Residential Development Ordinance process. In specific, those requirements would include application submittal and processing time frames as well as possible exemption from the maximum number of allocations allowed. All other requirements of the Residential Development Ordinance at that time would remain in effect.

Responsible Party: City of Gilroy Planning Department and Housing Task Force

Time Frame: 1990-91

1992-95 (Implement revisions)

Objective: Units Affordable to *Very Low Income* : 22-30% of all Residential Permits Allocations (200-300 Units)
Units Affordable to *Low Income* : 22-30% of all Residential Permit Allocations (200-300 Units)

Program #3: Inclusionary Housing Program

Using collaborative community input, the City will develop a program which requires developers participating in the Residential Development Ordinance allocation process to provide 25% of their units at below-market rents or prices, contribute in lieu fees or a combination of both so that the equivalent of 25% of their units are affordable to very low, low and moderate income households.

Responsible Party: City of Gilroy Planning Department, Housing Task Force, Development Community

Time Frame: 1990-91 (Develop Program)

1992-95 (Implement Program)

Objective: 25% of all Residential Allocation Permits Issued
(Estimated Units Produced = 225 Units)

Program #4: Accessory Unit Program

Description of Program: This program provides for the provision of an additional unit on existing residential properties, subject to certain conditions. Staff will prepare an inventory of the amount, location and affordability of existing accessory units to determine what improvements and modifications may be needed in the Zoning Ordinance to encourage construction of new accessory units.

Responsible Party: City of Gilroy Planning Department Housing Task Force

Time Frame: 1990-95

Objective: 20 Accessory Units

*Policy A:
Encouraging a
balanced community
and providing a
variety of housing
types and prices.
(Continued)*

Program #5: Infill Development

Description of Program: The City will evaluate the current development standards to determine whether they inhibit development of irregular, small or otherwise substandard parcels. Staff will prepare and disseminate a current and accurate vacant land parcel inventory.

Responsible Party: City of Gilroy Planning Department and Housing Task Force

Time Frame: 1991-92

Program #6: Mixed Use Development

Description of Program: Mixed use development allows residential units to exist in conjunction with another use in the same building, such as commercial. Currently, the City allows mixed use development in the C2 (downtown) district. The City will evaluate the existing zoning, PUD Ordinances and site plan requirements to determine whether specific changes are needed to implement this program more effectively and to provide greater opportunities for mixed use development in other areas of the City. The City will provide incentives, such as density bonuses or allowing residential units to exceed the site's commercial floor area ratio, to encourage housing development in the downtown, consistent with the downtown revitalization program.

Responsible Party: City of Gilroy Planning Department

Time Frame: 1991-92

Objective: Encourage additional housing units in vacant or underutilized upper floor areas.

Program #7: Redevelopment Program

Description of Program: The City has been considering the feasibility of establishing a Redevelopment Agency. If such an agency is established and tax increment funds collected, a minimum of 50% of the tax increment funds shall be used to provide affordable housing opportunities that reflect the goals and policies of the Housing Element.

Responsible Party: City of Gilroy Planning Department

Time Frame: 1990-1995

Policy A:

Encouraging a balanced community and providing a variety of housing types and prices.

(Continued)

Program #8: Adaptive Reuse

Description of Program: The City will encourage the adaptive reuse of buildings for affordable housing opportunities. The City will prepare an inventory of potential adaptive reuse possibilities within Gilroy (i.e. the cannery) and review the Zoning Ordinance, development standards and the Building Code in the context of facilitating future adaptive reuse. Revisions will be made as necessary.

Responsible Party: City of Gilroy Planning Department and Housing Task Force

Time Frame: 1991-92

Policy B:

Encourage more multi-family units, especially those suitable for lower income households and large families.

Policy B: The City will encourage the construction of multi-family units, especially units suitable for lower income households and large families.

Program #9: Provision of Sufficient Land Zoned for Multi-Family Units

Description of Program: The City will inventory appropriate vacant sites for transitional, single room occupancy, R-3 and R-density housing, consistent with other land use and transportation policies in the General Plan. The City will initiate amendments and rezonings consistent with this inventory

Responsible Party: City of Gilroy Planning Department and Housing Task Force

Time Frame: 1991 (Prepare Inventory)

Objective: 75-100 acres zoned R-3

25-50 acres zoned R-4

Policy C:

Conserve the existing affordable housing stock, especially rental units.

Policy C: The City will encourage the conservation of the rental stock because rental units are commonly the most "affordable" housing for lower income households.

Program #10: Conservation of Existing Assisted Housing

Description of Program: The City will work with local non-profit groups in developing a strategy to conserve the Milias Apartments and Plum Tree West should the owners of those projects decide to convert the units to market rate housing. Specifically, the City will assign staff resources to assist with

Policy C:

*Conserve the existing affordable housing stock, especially rental units.
(Continued)*

regulatory and technical issues as well as to help in identifying potential funding sources.

Responsible Party: City of Gilroy Planning Department and local non-profit groups

Time Frame: 1990-91 (Strategy for Parkview Apartments)
1990-92 (Strategy for Plum Tree West)
1994-95 (Strategy for Miliias Apartments)

Objective: Conserve existing 172 units of assisted housing in the Parkview Apartments, Miliias Apartments and Plum Tree West.

Program #11: Provision of Section 8 Subsidies

Description of Program: The Housing Authority of the County of Santa Clara currently administers the Section 8 (Existing) program in the City of Gilroy. The City will continue to work with the Housing Authority in supporting the existing level of Section 8 subsidy and encouraging the provision of additional subsidies for Gilroy households.

Responsible Party: City of Gilroy, City Manager and the Housing Authority of the County of Santa Clara

Time Frame: 1990-95

Objective: Increase the number of households assisted through the Section 8 (Existing) program

Program #12: Conservation of Existing Affordable Mobile Home Opportunities

Description of Program: There are currently (1990) 335 mobile homes in the City. The City has enacted a Mobile Home Rent Control Ordinance to ensure the continued affordability of the units. The City will evaluate the effectiveness of this program and also review the Zoning Ordinance to determine if there are any unnecessary impediments which may discourage mobile home owners from locating their units with permanent foundations on single family lots. Revisions to the Zoning Ordinance will be made as needed.

Responsible Party: City of Gilroy Planning Department, Housing Task Force and mobile home residents.

Time Frame: 1991-92

Objective: Conserve existing mobile home stock of 335 units and facilitate locating additional mobile home units in the City

*Policy D:
The City will
continue to
provide CDBG
funding to
non-profit agencies
that serve Gilroy
households,
especially those
households with
special needs.*

Policy D: Agencies funded through the County of Santa Clara "Community Development Block Grant Program" will continue to be encouraged to provide services to Gilroy households especially to households with special needs.

Program #13: Wheeler Senior Care Facility

Description of Program: South County Housing, Inc. is planning to convert the existing Wheeler Hospital into a facility with housing affordable to approximately 102 elderly households. The City will support and encourage the development of the facility and assist South County Housing, Inc. with any funding sources that are available to the City, including CDBG funds.

Responsible Party: South County Housing, Inc. and the City of Gilroy (City Manager, Planning Department)

Time Frame: 1990-1994

Objective: Residential housing affordable to approximately 10 elderly households.

Program #14: Shared Housing Programs

Description of Program: As long as feasible, the City will continue to support Shared Housing programs operated by non-profit agencies.

Responsible Party: City of Gilroy, City Manager and non-profit agencies

Time Frame: 1990-95

Objective: 25 Households Matched in Shared Housing
(5 Annually)

Program #15: Homeless Programs

Description of Program: The Emergency Housing Consortium currently manages the homeless facilities in the Gilroy area. The City needs a year round program and auxiliary services for the homeless. There also needs to be coordination between the transportation, police and medical services for the homeless. The City will convene a Roundtable Summit to bring together the various service providers and interested community members to formulate an action plan for the homeless in our community. The primary goal of the Summit will be to coordinate

Policy D:

*The City will continue to provide CDBG funding to non-profit agencies that serve Gilroy households, especially those households with special needs.
(Continued)*

services in order to avoid duplication and ensure that the need of the homeless are being met. The secondary goal will be to inform the community about the needs of the homeless and encourage community volunteerism. The City will continue to support the Emergency Housing Consortium or similar programs and will aggressively pursue other state and federal funding sources for homeless programs in Gilroy.

Responsible Party: City of Gilroy Planning Department, Housing Task Force, Service Providers and interested community members

Time Frame: 1991-92

Program #16: Adequate Sites for Homeless Facilities

Description of Program: The City will revise its current Zoning Ordinance to allow the provision of emergency housing facilities and transitional housing facilities in specific zoning categories (i.e. residential, commercial, industrial land uses).

Responsible Party: City of Gilroy Planning Department

Time Frame: 1991-92 (Revise Ordinance)

Objective: Provision of Adequate Sites for Homeless Facilities

Policy E:

Rehabilitation of substandard units will be encouraged and assisted through the City's Housing Rehabilitation Program.

Policy E: Rehabilitation of substandard housing will be encouraged and financial assistance will be provided whenever feasible. A Replacement Housing Program shall be developed in the event that units are not suitable for rehabilitation

Program #17: Housing Rehabilitation Program

Description of Program: The City, in cooperation with the County of Santa Clara, administers a housing rehabilitation program for both owner occupied and renter occupied units. The City will continue to administer the housing rehabilitation program using available State and Federal rehabilitation funding sources as well as loan repayment income. The program will continue to assist lower income households and housing costs after rehabilitation shall be affordable to the households.

Policy E:

*Rehabilitation of
substandard units
will be encouraged
and assisted
through the
City's Housing
Rehabilitation
Program.
(Continued)*

Responsible Party: City of Gilroy Planning Department and
County of Santa Clara

Time Frame: 1990-95

Objective: 100-125 units rehabilitated

Program #18: Replacement Housing Program

Description of Program: The City will conduct an inventory and evaluation of residential units in the City that have been identified as being substandard and unsuitable for rehabilitation. If necessary, the City will develop a Replacement Housing Program providing for the provision of suitable housing for the residents of those units and the replacement of the housing unit itself. Possible methods for replacing the units include a scattered site self-help housing project or the provision of manufactured units to replace the deteriorated unit.

Responsible Party: City of Gilroy Planning Department

Time Frame: 1990-1992

Objective: Evaluate necessity to develop a Replacement Housing Program for potential 358 units that are substandard and unsuitable for rehabilitation.

Program #19: Housing Code Enforcement Officer

Description of Program: The City will hire a Housing Code Enforcement Officer to respond specifically to citizen complaints regarding housing code problems and to conduct regular inspections of substandard units that appear to be a health and safety hazard. Periodically, the Housing Code Enforcement Officer will prepare a report for the Planning Commission and City Council regarding the number of housing-related complaints received, the nature of the complaints, and subsequent action taken.

Responsible Party: City of Gilroy, City Manager

Time Frame: 1990-92

Policy F:
*Provision of
equal housing
opportunities
for all Gilroy
residents.*

Policy F: The City will promote equal housing opportunities for all residents regardless of age, sex, race, marital status, ethnic background, income and other arbitrary factors.

Program #20: Farmworker Housing

Description of Program: The City will encourage and support provision for the special needs of migrant farmworkers and their families. These special needs include housing, sanitation, education, medical care and day care of children. The City will also work with the County to expand and/or upgrade the migrant housing camp to maximize the use of the facilities for emergency shelter on a year-round basis. The City will also support non-profit sponsors with seed funds for applications for Farmers Home Administration Section 514/516 allocations which provide a combination of grants, loans and HCD Farmworker Housing Grants to finance the construction of Farmworker Rental Housing.

Responsible Party: City of Gilroy, City Manager and Planning Department

Time Frame: 1990-95

Program #21: Fair Housing Information and Referral Program

Description of Program: As long as feasible, the City will provide financial support to programs that provide fair housing and counselling services to Gilroy households, including such programs as "Operation Sentinel," California Rural Legal Assistance and any similar programs.

Responsible Party: City of Gilroy, City Manager

Time Frame: 1990-95

Program #22: Public Information

Description of Program: The City will hire a public information staff person whose duties will include actively pursuing opportunities to communicate with Gilroy residents regarding housing issues, among others.

Responsible Party: City of Gilroy, City Manager

Time Frame: 1990-1991

*Policy G:
Participation by
the private sector
in development
of affordable
housing
opportunities.*

Policy G: The City will encourage participation by the private sector in development of affordable housing opportunities by removing unnecessary impediments and providing realistic incentives.

Program #23: Procedural Reforms

Description of Program: The Housing Task Force, with staff and the development community, will review the existing development procedures and recommend appropriate changes to facilitate the construction of affordable units. These changes might include fast tracking proposals which include affordable units, reducing or waiving certain fees for qualified projects, and building flexibility into ordinances and standard specifications.

Responsible Party: Housing Task Force, Development Community, City of Gilroy, and interested citizens

Time Frame: 1991-92

Program #24: Modification of Development Standards

Description of Program: The Housing Task Force, with staff and the development community, will review and recommend modifications to development standards which pose an unnecessary impediment to the construction of affordable units.

Responsible Party: Housing Task Force, Development Community, City of Gilroy and interested citizens

Time Frame: 1991-92

Program #25: Identification of Public and Private Sector Financing

Description of Program: The City will initiate a Roundtable Summit with the local banking and financial community to explore alternative financing programs in the public and private sectors which should be pursued to address the affordability crisis in our community. Examples of options which may be

Policy G:

Participation by the private sector in development of affordable housing opportunities.

explored are:

1. *Shared appreciation and shared equity mortgages, including subsidies to first-time homebuyers in exchange for equity recapture rights.*
2. *Sale and lease-back housing arrangements for financially troubled owners.*
3. *Employer-assisted home purchase programs, including matching down payment grants and tax-advantaged employee home ownership programs similar to employee stock ownership programs.*
4. *Financial assistance to convert unused commercial space into rental housing.*

Responsible Party: City of Gilroy, Housing Task Force, Banking Community, Economic Development Committee of the Chamber of Commerce and interested citizens.

Time Frame: 1990-91

Program #26: Housing Trust Fund

Description of Program: The City will establish a Housing Trust Fund for the purpose of creating a permanent source of funds for affordable housing opportunities. Possible sources of income for such a fund include assessments, tax increment funds, property transfer taxes and in lieu fees.

Responsible Party: City of Gilroy, City Manager and Planning Department

Time Frame: 1990-92

Program #27: Housing Task Force

Description of Program: The City will create a permanent citizens task force to assist in the implementation of the policies and programs in the Housing Element. This group will advise the Planning Commission and City Council regarding housing needs and opportunities and meet on a regular basis with staff support.

Responsible Party: City of Gilroy, City Manager and Planning Department

Time Frame: 1990-91

*Policy H:
Encourage
resource
conservation
efforts
whenever
feasible.*

Policy H: The City will encourage public awareness of residential energy use and will support resource conservation efforts whenever feasible and appropriate.

Program #28: Resource Conservation in the Residential Development Ordinance

Description of Program: The City's will continue to include resource conservation design features as a criteria in awarding points in the Residential Development Ordinance process.

Responsible Party: City of Gilroy Planning Department

Time Frame: 1990-1995

*Policy I:
Preservation of
historic houses
and neighborhoods
will be
encouraged.*

Policy I: Houses or neighborhoods of historic significance will be preserved and protected.

Program #29: Historic Preservation Program

Description of Program: The City will review the requirements in the Zoning Ordinance pertaining to historic structures and determine whether there are any unnecessary impediments which may deter owners from repairing and rehabilitating their historic structures into functional residential dwellings. Amendments to the Zoning Ordinance will be made as necessary to ensure that the goals of affordable housing and preservation of historic structures are compatible.

Responsible Party: City of Gilroy Planning Department

Time Frame: 1992-93

**GENERAL PLAN CIRCULATION
AND
AIR QUALITY ELEMENT**

**FOR THE
CITY OF GILROY**

**By
TJKM Transportation Consultants
4637 Chabot Drive, Suite 214
Pleasanton, California 94588
(510) 463-0611**

**And
Donald Ballanti
Certified Consulting Meteorologist
1424 Scott Street
El Cerrito, CA 94530
(510) 234-6087**

March 31, 1992

TABLE OF CONTENTS

	PAGE
INTRODUCTION.....	1
GOALS AND POLICIES.....	2
Goal 1: Develop and Maintain a Balanced Transportation System.....	2
Goal 2: Maintain a Satisfactory Level of Service for Auto Traffic	3
Goal 3: Promote Bicycle Use and Walking.....	3
Goal 4: Promote Transit Service and Use	4
Goal 5: Preserve Scenic Routes	4
Goal 6: Improve Gilroy's Air Quality	4
Goal 7: Reduce Air Pollution Impacts from Future Development	5
Goal 8: Contribute Towards Improving Regional Air Quality Problems.....	6
IMPLEMENTING ACTIONS.....	7
Traffic Movement.....	7
Bicycles.....	7
Mass Transit.....	8
Scenic Routes	9
Transportation Systems Management Ordinance.....	9
Air Quality Mitigation Program for New Development.....	9
APPENDICES	
I Street Improvements Adopted as Part of the General Plan	
II General Plan Map	
III City Bikeway Plan	

INTRODUCTION

The Circulation Element has two major purposes:

- To state the guiding policies of the City with respect to transportation of people and goods within its planning area
- To identify actions, such as street extensions and widening, which are necessary to ensure that the goals embodied in these guiding policies will be achieved.

An Air Quality Element is described in the State General Plan Guidelines as an optional element that cities and counties may wish to adopt.

The Air Quality Element identifies the following:

- Existing and potential contributors of air pollution
- Supporting policies for reducing air pollution to improve air quality for both Gilroy and the surrounding region.

The adoption of an Air Quality Element would make it Gilroy's policy to protect the health, safety, welfare and environmental quality of Gilroy and the larger Bay Area by promoting community development which is compatible with air quality standards and minimizing the impact of future development on air quality.

In a larger sense, the Air Quality Element is part of the regional strategy for improving air quality. While air quality is often regarded as a regional problem, local land use and growth decisions by cities and counties will profoundly affect the success of whatever technology is available regionally to combat air pollution. The Bay Area Air Quality Management District (BAAQMD) has adopted a resolution urging cities and counties within the nine-county Bay Area to adopt Air Quality Elements.¹

¹ Bay Area Air Quality Management District, Resolution Number 1666, May 21, 1986

GOALS AND POLICIES

Goal 1: Develop and Maintain a Balanced Transportation System

The City will strive to achieve a functional and balanced transportation system which assures access for all, is compatible with existing and proposed land uses, and minimizes emissions of air pollutants. The coordinated multi-modal system should accommodate private motor vehicles, pedestrians, bicycles and mass transit.

Supporting Policies

1. The City will ensure that the existing and proposed highways, streets, bike ways and pedestrian paths serve the functions they are intended to serve, while protecting the character of residential neighborhoods.
2. Proposed expressway, arterial, collector street and bicycle path alignments will be planned and reserved in advance of development in areas in which increased traffic will be generated. Development will be set back along the entire right-of-way (ROW) with sufficient width to accommodate anticipated future traffic requirements.
3. The City shall adopt official plan lines for all designated expressways, arterials, collector streets, and bike paths within the City of Gilroy. The City of Gilroy Standard Details indicate ROW requirements. These standards should be followed except for previously developed facilities where the same traffic function can be performed with a lesser ROW, and a lesser ROW will avoid significant impacts to either the neighborhood or the environment in general. The proposed major street system (designed to accommodate traffic at build-out of the General Plan) is shown on the General Plan Map.
4. The City shall work with Santa Clara County to adopt official plan lines for all circulation facilities designated on the General Plan map which are within the jurisdiction of the County.
5. Street systems in residential areas will be designed to: encourage direct connections between neighborhoods while discouraging automobile through traffic within neighborhoods; to encourage internal movement by bicycling and walking; and to provide safer and quieter neighborhoods.
6. New development will not be permitted southwest of Uvas Creek unless such development provides adequate bridge service.
7. To maximize safety and traffic-carrying capacity, and to maintain the high-speed inter-city character of both Santa Teresa Boulevard and Hecker Pass Highway, driveway intersections on these expressway routes shall not be allowed. Street intersections shall be minimal, with an average spacing of one-half mile between intersections. The City should seek and commit itself to agreements with the City of Morgan

Hill and Santa Clara County to define alternative means of access for those parcels that have temporary access openings to the Santa Teresa Boulevard.

8. The City shall develop a comprehensive citywide street improvement fee for new development to be used to finance General Plan roadway improvements.

Goal 2: Maintain a Satisfactory Level of Service for Auto Traffic

Supporting Policies

9. The City will strive to maintain traffic conditions at Level of Service (LOS) C (corresponding to no more than 80 percent of theoretical capacity utilization) at Gilroy intersections and roadways. Exceptions to this standard will be allowed only where the City Council determines that improvements needed to maintain LOS C at specific locations are infeasible.
10. To facilitate maintenance of Level of Service C, the City should adopt the functional street and highway improvements indicated in the General Plan Map. The major circulation improvements are listed in the General Plan appendices.
11. To minimize traffic conflicts, commercial driveways shall be kept at a minimum number and located so as to prevent conflicts at intersections and with other driveways.

Goal 3: Promote Bicycle Use and Walking

The City will support bicycling and walking as significant transportation modes which promote personal health and recreational enjoyment while minimizing energy consumption and environmental degradation.

Supporting Policies

12. The City will correct deficiencies in and expand the existing facilities and provide for the design of safe, convenient and attractive bicycle and pedestrian facilities whenever possible.
13. Proposed expressway, arterial and collector streets on the City's Bikeway Plan will be planned to accommodate bike traffic by appropriate bikeway improvements, including bike paths separated from the roadway when possible. Bicycle and pedestrian paths will be provided along greenbelts, linear parks, public easements and drainages reserved in public open space.
14. Street crossings shall be designed to provide for the safety needs of bicyclists and pedestrians. River and other crossings by bridges shall be designed to accommodate bike lanes or paths physically separated from the roadway. Bridges for the exclusive use of pedestrians and bicycles should be provided whenever barriers exist which impede convenient and safe access.

15. The City shall involve private development in providing bikeways and support facilities when such facilities pass through or about a development site.
16. The comprehensive citywide street improvement fee shall be used to finance General Plan bikeway improvements in conjunction with roadway improvements.

Goal 4: Promote Transit Service and Use

The City will encourage the continued development and expansion of local and regional public transit systems which are responsive to the changing needs of the City of Gilroy area residents.

Supporting Policies

17. New residential and commercial development will be planned to fully accommodate, enhance, and facilitate public transit, including pedestrian and bicycle access to transit.
18. The City will cooperate with the County of Santa Clara transit planning effort and especially will plan for new rail and/or other express services to central Santa Clara County.

Goal 5: Preserve Scenic Routes

The scenic character and ecology of the hillsides to the west of the City will be preserved in the design of all circulation facilities.

Supporting Policies

19. Any roadways which must pass through hillside areas will be designed so as to preserve the ecological and scenic character of the hillsides.
20. High quality vistas from scenic routes in the Planning Area will be preserved.

Goal 6: Improve Gilroy's Air Quality

Some of the pollutants in the atmosphere at Gilroy are generated upwind in other urban areas. The City's ability to control such emissions is limited; measures to control these pollutants must be regional in nature. The exposure of Gilroy residents to local pollutants such as carbon monoxide, dust, odors, and toxic air contaminants, however, is directly a result of the local transportation system and land use patterns.

Supporting Policies

21. Emphasize non-auto travel modes of transportation.
22. Minimize exposure to carbon monoxide by maintaining LOS C whenever feasible per Supporting Policy number 9, thereby minimizing congestion on streets and intersections. Since vehicles generate less air pollutant emissions at higher speed, congestion management has air quality benefits.
23. Use project siting to reduce air pollution exposure of sensitive receptors. Locate air pollution sources away from residential areas and other sensitive receptors. Include buffer zones within residential and sensitive receptor site plans to separate these uses from freeways, arterials, industrial sites, point sources, and potential sources of odors or dust.
24. Promote the use of trees and plants in landscaping to reduce air pollutant levels.

Goal 7: Reduce Air Pollution Impacts from Future Development

One of the major reasons that air quality continues to be a problem in the Bay Area and California in general is a relatively high rate of population and economic growth. Major progress has been made in past years in reducing emissions from stationary sources and mobile sources in the Bay Area, with the result that steady improvement in air quality has been documented despite population growth. The major obstacle to improved air quality in the future is increasing population and vehicle use and deteriorating operating conditions on highways and roads. The extent that future growth affects air quality will be partially determined by the form that new land uses take, and the transportation options available to new residents.

Supporting Policies

25. Promote high density development with access to public transit and infill development rather than low density urban sprawl.
26. Promote mixed land use development. The provision of commercial services such as day care centers, restaurants, banks and stores near to employment centers can reduce auto trip generation by promoting pedestrian travel. Providing neighborhood commercial and park uses within residential developments can reduce short auto trip generation by making pedestrian and bicycle trips feasible.
27. Require Transportation Systems Management (TSM) plans for major existing and future employers in Gilroy. Require the development of a plan by employers for reducing trips through ridesharing, transit incentives, bicycle amenities, parking management and other means, and provide for continued monitoring of results.

28. Require air quality mitigation for new development. Where projects such as retail commercial and residential developments do not lend themselves to trip reduction through ride-sharing for example, other forms of Transportation Systems Management (TSM) and non-TSM measures need to be emphasized to provide off-sets for air quality impacts. Examples of on-site mitigation are provision of bicycle/pedestrian amenities, and development of on-site day care and commercial facilities. Examples of off-site mitigation include creation of park-and-ride lots, construction of transit or pedestrian amenities, and monetary support of transit. Such measures should be part of the environmental review process.

Goal 8: Contribute Towards Improving Regional Air Quality

Gilroy is within the nine-county Bay Area Air Quality Management District. Located at the southern end of the Santa Clara Valley, Gilroy is the recipient of pollutants generated many miles upwind.

Gilroy is also located just north of the border of the North Central Coast Air Basin, comprised of Santa Cruz, Monterey and San Benito County. While air quality problems in this adjacent air basin are not as severe as in the Bay Area Air Basin, this air basin does not meet all state and federal ambient air quality standards. The Bay Area Air Basin has been identified as a contributor to air quality problems in the North Central Coast Air Basin, primarily through transport of pollutants south from the Santa Clara Valley.

The reduction of air emissions from Gilroy would, therefore, have beneficial effects on two air basins.

Supporting Policies

29. Cooperate with the regional air quality planning agency (the Bay Area Air Quality Management District) and agencies that deal with issues directly related to air quality such as the Metropolitan Transportation Commission (MTC), and the Association of Bay Area Governments (ABAG) in the development and implementation of regional air quality strategies.
30. Balance jobs and housing in future development to provide Gilroy residents the opportunity to work within Gilroy, and reduce long distance commuting both to and from Gilroy. Jobs and housing should be balanced both in numbers and in salary range/housing cost.
31. Support the expansion and improvement of local and regional transit systems and ride sharing programs.
32. Support subregional coordination with other cities, counties, and planning agencies concerning land use, job/housing balance, and transportation planning as a means of improving air quality.

IMPLEMENTING ACTIONS

Traffic Movement

- A. In new residential areas, the City will discourage through traffic by implementing local streets which are relatively short and discontinuous. Cul-de-sac streets and loop streets exemplify potentially appropriate designs for local streets. Direct interconnections should be provided at regular intervals with Collector Streets.
- B. Collector Streets in new residential areas should be designed to serve no more than approximately 300-600 homes. Collector Streets between new residential subdivisions should not be made continuous if the combined street will serve more than the equivalent of 600 single-family homes.
- C. To facilitate access by public safety vehicles, dual access should be required on all streets serving 26 or more dwelling units.
- D. Measures should be initiated to discourage through-traffic on residential streets and collectors. These efforts should focus on discouraging traffic through inherent design of the street system, rather than use of diverters and similar traffic management devices.

Bicycles

- E. The City should work with the County in implementing trails and bike paths planned locally as part of the County-wide network in the County Trails and Pathways Master Plan. New development along designated trail or bikeway corridors should be required to dedicate land and construct the designated facility.
- F. The City should implement the comprehensive City Bikeways Plan shown in the General Plan appendices. Developers shall be responsible for implementing planned bike paths/lanes within and along the frontage of their parcels.
- G. The City should work with Caltrans and the Santa Clara Valley Water District to provide bike and pedestrian bridge crossings across the South Valley Freeway and drainage channels.
- H. The City should work with the County Transit District to develop standards for providing bike racks and lockers at major transit stops where applicable. New public institutions, industrial parks and shopping facilities should be required to provide bike storage racks at convenient locations where applicable.
- I. Developers should be required to provide easements between cul-de-sacs and closed loop streets for pedestrian and bicycle access only where needed to provide access between neighborhoods and where designed to allow for public safety with minimum maintenance.

- J. The City should maintain and improve the quality of the surface of the right-hand portion of existing roads as well as the travel lanes so that they are suitable for bicycle travel, regardless of whether or not bikeways are designated.
- K. The City should design all future roads, bridges and facilities to accommodate bicycle and pedestrian travel.
- L. If all other appropriate street modifications are determined to be infeasible, existing on-street parking should be removed or restricted in areas of critical width in order to facilitate traffic flow, and accommodate bike lanes.
- M. The City should require safe and adequate facilities for storing and locking bicycles at trip destinations such as business and employment centers, recreation areas, major public facilities, transportation centers, and other non-residential locations. Shopping centers, industrial centers, apartments and condominiums should be required to provide bicycle parking as well as automobile parking.
- N. Bike paths should be designed to be wide enough for emergency vehicles where other emergency routes do not exist, and they should be located and designed to enhance the personal safety of bicyclists.
- O. Removable bollards or other devices should be used to prevent vehicles other than emergency and maintenance vehicles from using the bike paths.
- P. The City should follow the criteria for bikeways outlined in the California Department of Transportation's publication *Planning and Design Criteria for Bikeways in California*. This document's key design guidelines are summarized in the General Plan appendices.
- Q. A 10-foot curb lane should be provided on each side of expressways to serve as both an emergency stopping lane and a bike lane.

Mass Transit

- R. Land should be reserved in the vicinity of the existing Southern Pacific terminal for potential use as a station and park-and-ride lot for commuter rail service.
- S. A 42-foot wide median should be provided along Santa Teresa Boulevard to accommodate either a potential light rail line or high-occupancy vehicle lanes to central Santa Clara County.

Scenic Routes

- T. The City has designated as scenic routes those roads and highways listed in the General Plan appendices. The appendix also indicates the scenic features and implementation recommendations associated with each scenic route.
- U. The City should require protection of existing trees and natural features and screening of new development along Santa Teresa Boulevard and Hecker Pass Highway. The City should require new industrial development and should encourage existing industrial development to provide landscape screening along the South Valley Freeway to protect and enhance existing views of farmland and surrounding hills. The City should work with Caltrans and the County to provide additional landscaping along the freeway right-of-way to implement the designation of the freeway as a scenic highway and as the primary "visitor-serving" traffic artery in the Planning area.

Transportation Systems Management Ordinance

- V. The City should develop and adopt a Transportation Systems Management (TSM) Ordinance covering existing and future large employers. This ordinance should have as a goal the reduction of daily trips as well as reduction in peak hour trips.

Air Quality Mitigation Program for New Development

- W. The City should develop policies and guidelines to be used by developers and consultants in evaluating the need for air quality mitigation for projects. Under this policy new developers would be required to mitigate air quality impacts by creating offsetting reductions in air pollutant emissions by providing, for example, pedestrian or bicycle amenities, transit support, transit amenities such as bus shelters, or funding for off-site improvements such as park-and-ride lots. This is especially to be stressed where other forms of TSM measures such as ride-sharing are less effective.

APPENDIX I
STREET IMPROVEMENTS ADOPTED
AS PART OF THE GENERAL PLAN
(To Be Incorporated Into The General Plan Appendices)

APPENDIX I

STREET IMPROVEMENTS ADOPTED AS PART OF THE GENERAL PLAN

1. Tenth Street Extension

Tenth street will be extended across Uvas Creek between Miller Avenue and Thomas Road, then follow a southwest alignment intersecting Santa Teresa Boulevard. This alignment can provide an attractive and effective bypass route for east-west through traffic.

2. Uvas Park Drive

Uvas Park Drive should be completed as a scenic recreational roadway and neighborhood bypass. Third Street will serve as an east-west collector.

3. Masten Avenue/Fitzgerald Avenue

This street will be developed as an arterial linking Santa Teresa Boulevard with the South Valley Freeway (Route 101).

4. New North-South Arterial East of U.S. 101

This new facility will extend northward to Masten Avenue and southward to Bolsa Road as a major north-south arterial. It will parallel U.S. 101 approximately one-quarter to one-half mile east of the freeway for most of its length. This will provide the only north-south connection east of U.S. 101 until an east side expressway is needed.

5. Wren Avenue Extension

This northward extension will ultimately link central Gilroy with Masten Avenue. Wren Avenue is the major north-south arterial serving the northern urban expansion area of Gilroy.

6. Cohansey Avenue Extension

This collector street will be extended west across Santa Teresa Boulevard to Rancho Hills Drive and across U.S. 101 via a new freeway overcrossing.

7. Buena Vista Avenue Extension

This arterial street will be realigned to align with Day Road.

8. Mantelli Drive Extension

This roadway will be extended across Santa Teresa Boulevard to connect ultimately with Watsonville Road to the west and to Church Street to the east.

APPENDIX II
GENERAL PLAN MAP
(To Be Incorporated Into The General Plan Appendices)

APPENDIX II

GENERAL PLAN MAP

The location of major existing and proposed circulation routes are shown on the General Plan Map.

Functional classifications of roadways in the City of Gilroy are as follows:

Limited Access: These roadways are limited access routes serving inter-urban, statewide and interstate travel. In view of these functions, as well as the fact that planning of these facilities rests largely with agencies outside of the city, policies of this Circulation Element seek to prevent excessive dependence upon Highway facilities for local trip making.

Three facilities carry the Limited Access classification in the City of Gilroy:

Freeway: U.S. 101

Expressway: Portions of Hecker Pass Highway west of Santa Teresa Boulevard.
Santa Teresa Boulevard

Arterial: These streets serve intra-urban travel primarily, carrying traffic from collector level streets to and from other parts of the City. Access to abutting property is subordinate to the primary function of moving traffic between neighborhoods. The number of driveways should be minimized based on this primary function. The following streets and street segments are classified as arterials:

- Wren Avenue north of First Street
- Monterey Road, except between Third and Seventh Streets
- Church Street between Cohansey Avenue and Thomas Road
- Chestnut Street between Luchessa Avenue and Tenth Street
- Bolsa Road
- The planned north-south roadway east of U.S. 101 between Masten Avenue and Bolsa Road
- Thomas Road/Luchessa Avenue
- Tenth Street/Pacheco Pass Highway
- Old Thomas Road
- Rossi Lane
- Gilman Road
- First Street
- Welburn Avenue east of Wayland Avenue
- Leavesley Road
- Farrell Avenue
- Cohansey Avenue
- Mantelli Drive east of Calle Del Rey
- Buena Vista Avenue
- Day Road
- Masten Avenue/Fitzgerald Avenue

Collector: Collector streets provide links between local streets and arterials designed to serve neighborhood traffic. This traffic may include trips between adjacent neighborhoods, but collector streets are not intended to handle cross-town traffic. An important collector street function is to provide access to abutting property. However, on higher-volume collectors, direct-access from single-family residential driveways should be discouraged or minimized for reasons of both traffic safety and residential livability.

Local Access Street: Local streets are intended to provide direct access to abutting land uses. All Gilroy streets not classified in one of the above categories are designated as local access streets.



CITY OF GILROY **CIRCULATION ELEMENT**

**GENERAL PLAN
ROADWAY SYSTEM**



FIGURE II

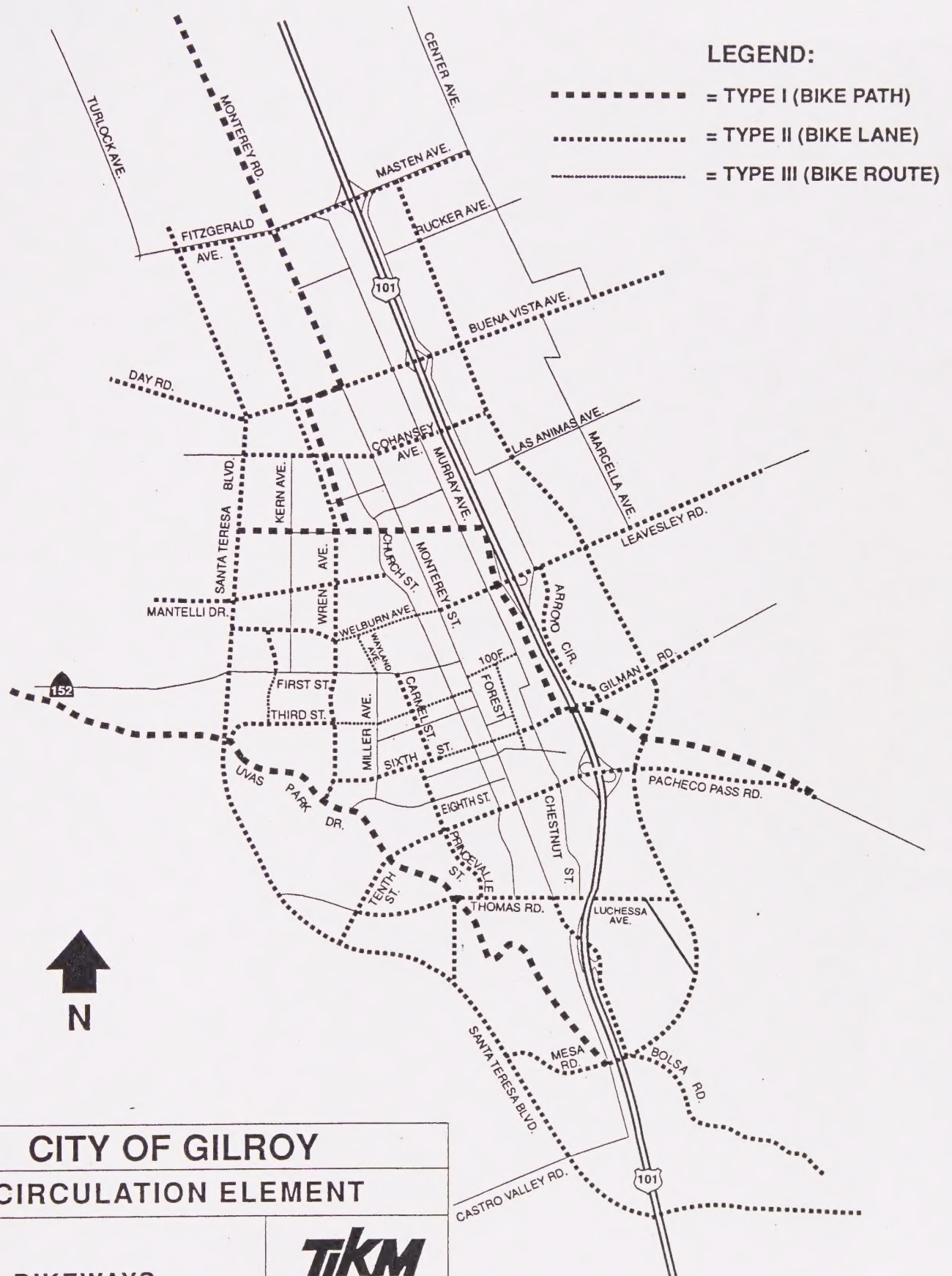
APPENDIX III
CITY BIKEWAY PLAN
(To Be Incorporated Into The General Plan Appendices)

APPENDIX III

CITY BIKEWAY PLAN

The California Department of Transportation document *Planning and Design Criteria for Bikeways in California* currently states that the minimum paved width for a two-way bike path (separated from motorized traffic) shall be eight feet, plus shoulders two feet in width, while the minimum width for a one-way bike lane (within the paved area of a street or highway) shall be five feet.

The standards contained in this document may be updated in the future to reflect new information regarding bicyclists' needs. Persons planning bikeways within the City of Gilroy should use the latest standards recommended by the California Department of Transportation.



CITY OF GILROY
CIRCULATION ELEMENT

BIKEWAYS



FIGURE III

GENERAL PLAN

RESIDENTIAL

RURAL

HILLSIDE

LOW DENSITY

MEDIUM DENSITY

HIGH DENSITY

MAX. 2 1/5 UNITS PER ACRE

VARIES BY SLOPE

MAX. 7 1/4 UNITS PER ACRE

MAX. 16 UNITS PER ACRE

MAX. 30 UNITS PER ACRE

COMMERCIAL

PROFESSIONAL OFFICE

LOCAL COMMERCIAL

CENTRAL BUSINESS DISTRICT



C124919412

